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**The Tennessee school board chairperson's perception of school
accountability**

Peters, Dennis Lee, Ed.D.

East Tennessee State University, 1993

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**300 N. Zeeb Rd.
Ann Arbor, MI 48106**

**THE TENNESSEE SCHOOL BOARD CHAIRPERSON'S PERCEPTION
OF SCHOOL ACCOUNTABILITY**

**A Dissertation
Presented to
the Faculty of the Department
of Educational Leadership
and Policy Analysis
East Tennessee State University**

**In Partial Fulfillment
of the Requirements for the Degree
Doctor of Education**

**by
Denny Peters
December 1992**

APPROVAL

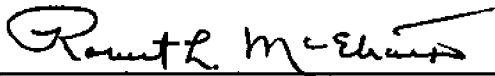
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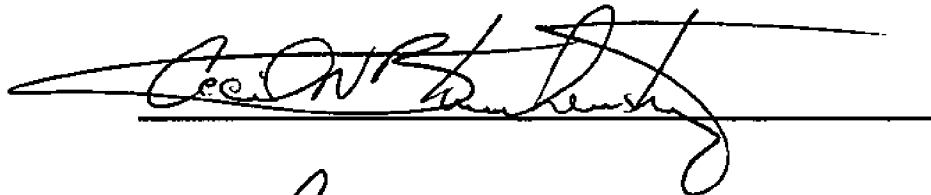
met on the


9th day of December, 1992.

The committee read and examined his dissertation,
supervised his defense of it in an oral examination,
and decided to recommend his study be submitted to the
Graduate Council and the Associate Vice President for
Research and Dean, School of the Graduate Studies, in
partial fulfillment of the requirements for the degree
Doctor of Education in Educational Administration.


Chairman, Advanced Graduate Committee









Signed on behalf
of the Graduate
Council

Associate Vice President for Research
and Dean, School of Graduate Studies

ABSTRACT

THE TENNESSEE SCHOOL BOARD CHAIRPERSON'S PERCEPTION OF SCHOOL ACCOUNTABILITY

by

Dennis Lee Peters

The purpose of this study was to obtain and analyze information about the perceptions of local school board chairpersons in Tennessee toward school accountability. A questionnaire was designed to gather information from all school board chairpersons in the state of Tennessee. The questionnaire contained 32 attitudinal statements related to school accountability and 11 demographic questions about the chairpersons and the system they represent.

The mean score, frequency, and percentage of the responses were computed and analyzed. The Kruskal-Wallis one-way ANOVA was computed to determine if significant differences existed in the mean score of the 32 attitudinal statements based on the 9 demographics which contained more than two subgroups. When only two subgroups were available in the demographics, or the Kruskal-Wallis identified that a significant difference did exist among the subgroups, the Mann-Whitney U - Wilcoxon Rank Sum W Test were computed. The Mann-Whitney U Test identified the differences and pinpointed the subgroups that did have significant differences.

Findings derived from school board chairpersons' responses to the questionnaire:


1. Parents are responsible (99.1%) for getting children to attend school.
2. Schools should be equally funded (98.2%) before a school accountability program is implemented.
3. More research on value-added testing needs to be completed before teachers and principals are held accountable by test results.
4. Programs to improve attendance (86.7%) and graduation rates (85.7%) need to be implemented for all school systems.
5. School board chairpersons need more education concerning site-based management and how it relates to accountability.

**EAST TENNESSEE STATE UNIVERSITY
INSTITUTIONAL REVIEW BOARD**

PROJECT TITLE: The Tennessee School Board Chairperson's Perception of
School Accountability.

PRINCIPAL INVESTIGATOR: Denny Peters

The Institutional Review Board has reviewed the above-titled project on September 23, 1992 with respect to the rights and safety of human subjects, including matters of informed consent and protection of subject confidentiality, and finds the project acceptable to the Board.



Anthony J. DeLucia
Chairman, IRB

DEDICATION

Many people have influenced me in a positive way. It is with sincere gratitude and appreciation that I dedicate this study to my wife, Sandy, and my two sons, Scott and Steve. All my family and friends have provided me with the help and encouragement I needed to complete this task, but I realize that my wife and sons have sacrificed more than anyone else to enable me to reach this goal.

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Many people have contributed to this study. I wish to express my deepest appreciation to Dr. Robert McElrath, doctoral committee chairman, for his knowledge, advice, encouragement, and patience while guiding me through this study. I sincerely appreciate the assistance and guidance given to me by the other members of my doctoral committee-- Dr. Cecil Blankenship, Dr. Donn Gresso, and Dr. Russell West.

I especially would like to thank the members of the CoHort I for their concern, help, and friendship. During the past three years I have certainly grown to love and cherish each of them.

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CHAPTER 1

Introduction

American educators and schools, which are currently under attack from many quarters, are expected to initiate major changes during the next two decades. Likewise, Tennessee's school systems will have to make many changes if they are to educate students to lead the rest of the states in the all important four "Rs" of education: Reading, "Riting," "Rithmetic," and Reasoning. The President of the United States, with the assistance of the governors, has set lofty national goals for the students of this country, expecting them to lead the world in science and math by the year 2000 (U.S. Department of Education, 1991). To achieve these goals, the educational system faces a great challenge.

Current achievement scores of American students, when compared with those of students from other industrialized nations, indicate that American schools and teachers must out-perform their present pace if the national goals are to be attained. Among other things the educational system must develop a complete curriculum for the basic skills and a fair system of accountability. This accountability system must evaluate what students are being taught, when basic skills are being taught, whether all students are beginning from the same level, and whether schools' and the parents' expectations are high enough to challenge the students to

reach these goals (American Association of School Administrators and National School Boards Association, 1991).

Many sectors of society must work together if the quality of American education is to improve significantly. As the various support groups (parents, business and industry, state and federal legislators, and local county commissions) strive for educational reform, there is more talk about accountability for the students, parents, teachers, administrators, and the schools (Bennett, 1988).

Since accountability is a new word for an old concept, professional educators need to have a better understanding of the meaning of "being accountable." Before they can be held accountable, they must understand what will be expected of them. If local boards of education become more powerful in the management of the schools, they may begin to hold teachers and administrators more accountable for the student's progress. As the state distributes more money to the educational structure, the State Department of Education may place more accountability requirements on local boards of education.

If the state does impose stricter accountability requirements on local boards, will there be some type of scale to allow for the differences in the size of classes, the amount of money spent on each student, the educational background of parents, the socio-economic make-up of the community, and the amount of money spent on educational

materials and supplies at the individual schools?

Can the educational community have a fair and impartial accountability system if they do not have the following:

1) equality for all students, 2) buildings and classrooms that are conducive to learning, 3) equal resources for the students, 4) staff development for the school board members who will be holding administrators and teachers accountable, and 5) good school-based decision making that will help set the goals and policies of the school?

The state of Tennessee has recently passed a major reform act for education calling for accountability by the local school system. The Master Plan for Tennessee Schools--Preparing for the Twenty-First Century states that the local board of education, administrators, and teachers are accountable for the progress of students in their schools. Included in this Master Plan is a section directing the state to establish an Office of Education Accountability in the State Comptroller's Office. This section of the plan, however, is vague concerning the responsibilities of the local district. Nevertheless, there is a clause that allows the state to oust school board members and superintendents who do not meet the plan's requirements.

Statement of the Problem

The chairpersons of the local boards of education in Tennessee have opinions about accountability that need to be

identified and shared with the state's decision makers. The problem of the study addressed how local chairpersons across the state view accountability.

Prior to this study, no research had been done on the perceptions of Tennessee's school board leaders (i.e., chairpersons) concerning accountability. Without such data, it is difficult for those interested in developing plans and materials for implementing the Master Plan's accountability mandate to know what is most likely to enlist the support of board chairpersons across the state.

In seeking to meet the Master Plan's standards for accountability, local school boards must look to their chairpersons for leadership. For this reason, the perceptions of these chairpersons concerning accountability issues could strongly affect the potential for success of the local school districts complying with the state's accountability expectations. Since the school board chairpersons' opinions can have a significant impact on the actual level of accountability required of the state's educators, their opinions needed to be identified.

Purpose of the Study

Specifically, the purpose of the study was to analyze local school board chairpersons' perceptions about the task of accountability, especially what is expected of teachers and administrators to determine the type of program the

chairpersons would support. In addition, the study's findings will facilitate the development of a profile of the type of board chairperson who would likely support a strong state policy of accountability. The data collected from the chairpersons of the state's 140 school boards were used to:

1. Identify those characteristics of accountability systems cited in the literature that the chairpersons considered essential to an effective accountability system for Tennessee's Master Plan.

2. Identify areas of agreement and disagreement among the chairpersons.

3. Make recommendations for the development of planning procedures, goals, and materials for implementing the accountability component of the Master Plan in such a way that the highest level of support will be obtainable from school board chairpersons.

The following questions were to be answered:

1. Should student test scores be used as an evaluation tool, and who does the chairperson hold accountable for student test scores and performance and to what extent?

2. Does the chairperson believe his/her school system should be held accountable for students promotion or graduation based on student test scores?

3. Does the chairperson believe school attendance is an important part of accountability and to what extent?

4. Does the chairperson believe local school boards should have more control over the school system and accountability and to what extent?

5. Does the chairperson believe the state should have more control over the local system and accountability and to what extent?

6. Which school system employees do the chairperson believe should be held accountable for the school systems performance and to what extent?

Furthermore, this study sought to provide a clearer understanding of the chairpersons' perceptions of accountability. The study's purpose was to determine what the chairpersons believe school boards will expect from administrators and from the State Department of Education in terms of expectations for the local education agencies, and what type of in-service education the State Department of Education should provide for board members regarding accountability. Demographic information concerning school board chairpersons was analyzed to see if any demographic factors appeared to be related to specific perceptions. This information could be important when establishing continuing professional education for school boards.

Hypotheses to be Tested

The hypotheses of the study are as follows:

1. There will be a significant difference between expectations of school board chairpersons about

accountability based on the number of years they have served on the board.

2. There will be a significant difference between the chairperson's perception of accountability based on the number of years he/she has served as chairperson.

3. There will be a significant difference in how the chairperson perceives accountability based on his/her education level.

4. There will be a significant difference in chairpersons' perceptions of accountability based on age.

5. There will be a significant difference between perceptions of chairpersons based on sex toward accountability.

6. There will be a significant difference in how the chairpersons perceive the board's role in accountability based on the number of members on the local board of education.

7. There will be a significant difference between how the chairpersons perceive accountability based on attendance at in-service education seminars.

8. There will be a significant difference in how chairpersons perceive accountability for school personnel based on the size of the school system.

9. There will be a significant difference between the chairpersons' perception of accountability based on how the superintendent is selected.

10. There will be a significant difference between the chairpersons' perception of accountability based on how board members are selected.

11. There will be a significant difference between city and county chairpersons' perceptions of accountability.

Significance of the Problem

The current educational reform movement has placed renewed emphasis on accountability. This study will be beneficial to board members, educators, the State Department of Education, and the Tennessee School Board Association (TSBA). Board members and educators must understand and share in the setting of goals for students. Teachers and students feel more comfortable if they understand what is expected of them. This study may be used to help the State Department of Education and TSBA develop in-service education sessions for school board members. This study will be valuable to those school board members who are striving to become better board members. Presumably, better education of board members concerning accountability will provide school systems with able educational leadership to develop accountable schools that meet the needs of students entering the twenty-first century.

Limitations

The study was limited to the current 140 board chairpersons in the state of Tennessee and their perceptions and current knowledge about accountability. Accountability

attitudes were assessed through a two-part questionnaire that was sent to the chairperson of each of the local boards.

Other limitations relevant to the study are as follows:

1. The term accountability as understood by the chairpersons may have many different meanings.
2. The data gathered was limited by the knowledge of each individual chairperson at the time of completing the questionnaire. As chairpersons become more knowledgeable, their perceptions concerning accountability may change.
3. The state of Tennessee has not developed a clear set of rules and regulations about accountability and the shared goals for students.

Definitions

Definitions used in this study are as follows:

Accountability

Holding school boards and educators responsible for the students' academic progress, attendance, graduation rates, and promotion as shown by the local school system on selected evaluation reports.

Administrators

Superintendents, supervisors, principals and others who are responsible for the management of the schools.

Appointed

School board members or superintendents who are selected to serve by a city council, county commission, or the board itself.

Community

The geographic area a school system serves.

Continuing Professional Education

In-service education that professionals attend to keep their knowledge updated.

Education Level

The highest grade of school completed by an individual.

Education Materials and Supplies

The items used by teachers in the classroom.

Educational Reform

Changes taking place in the educational system concerning the teaching and learning process.

Elected

School board members or the superintendents being selected by the voters in a particular district or by the county at large.

Equality

An attempt to offer equal educational opportunity to all students in the state.

Goals

Written statements or desires developed by schools or districts which the schools or districts strive to attain.

Master Plan for Tennessee Schools--Preparing for the Twenty-First Century

Education reform plan presented by the Governor and the State Board of Education of Tennessee. A revised form of the act was passed by the legislature in the spring of 1992 and became known as the Tennessee Education Improvement Act of 1992.

School Discipline

The order, organization, and behavior maintained in any school.

School-Based Decision Making

Management of a school done at the site and involving a team of teachers, parents, and the principal.

State Board of Education

Members appointed by the Governor to establish policies, goals, objectives, and direction for public education (K-12) in the state of Tennessee.

State Department of Education

The state agency that is responsible for providing educational leadership, technical services, and regulatory functions.

Tennessee School Board Association

An organization made up of school board members from across the state.

Overview of the Study

This study was divided into five chapters. Chapter One contained an introduction, a statement of the purpose of the study, the hypotheses to be tested, the significance of the problem, the limitations, and a list of definitions of relevant terms.

Chapter 2 presented a review of the related literature about local boards of education. Additionally, Chapter 2 included a review of the literature pertaining to accountability and local school systems.

Chapter 3 contained a conceptual preface about the type of procedures used for the collection of data. Sample statements from the questionnaire, and an explanation of how the instrument was constructed and validated. The chapter described the target group and the information.

Chapter 4 presented the data, the data analysis, and interpretation of the results of the study. The summary, findings, conclusions. and recommendations were presented in Chapter 5.

CHAPTER 2

Review of the Literature

Introduction

A review of related literature was conducted to collect information relevant to various aspects of school accountability and to identify prior studies dealing with educational accountability. These studies revealed how the changing roles of boards of education affect schools and their personnel. The literature was used to define how accountability is being used and explain why various groups are calling for more accountability.

Education reforms in various states, as described in the literature, were reviewed with particular interest focused on the state of Kentucky's reform act and the recently passed reform act for the state of Tennessee. Literature was reviewed with a concern for school systems, individual schools, administrators, teachers, and how each of these were held accountable. The literature was also reviewed pertaining to school board members interpretations of accountability and how they allow for the differences in the various school systems.

To become more familiar with pertinent literature on accountability and how it affects schools and employees, several periodicals, bibliographies, and references were reviewed. In addition a search of the Educational Resources

Information Center (ERIC) was conducted using the facilities of the Sherrod Library at East Tennessee State University and the John C. Hodges Library on the campus of the University of Tennessee at Knoxville.

The organizational and management theories now in use by the state and local boards of education were also reviewed, with special attention paid to school-based decision making as the accepted theory for operating schools.

The literature review is organized into six major areas: 1) the literature on effective schools as it relates to the accountability issue, 2) how site-based management and school choice impact accountability, 3) the developing use of school and system report cards to address accountability, 4) accountability and how it affects both local school boards and school administrators, 5) what other states, Kentucky in particular, have been doing in the area of accountability, and, 6) a comprehensive review of the Tennessee Education Improvement Act of 1992 (which inspired this study) and is responsible for the increased emphasis on accountability for Tennessee educators.

Effective Schools

Literature suggests that school board members will have to become familiar with the characteristics and factors that contribute to a school's effectiveness, and steps that

members of the board can take to help develop effective schools. Edmonds (1978-1979) and Lewis (1989) described what effective schools do. In an attempt to improve schools for black and urban children, Edmonds identified the characteristics of effective schools as strong administrative leadership, a climate of expectation, a school atmosphere that is orderly without being rigid, and the acquisition of basic skills taking precedence over all other school activities.

Murphy and Hallinger (1985) found that in effective schools attendance rates were high and increasing, dropout rates were generally low and decreasing, discipline policies and practices were enforced, and there was a good deal of parent participation. They also discovered, after analyzing questionnaire results from administrators of schools identified as effective, the recurring presence of eight general factors. These included a clear sense of purpose, a core set of standards within a rich curriculum, high expectations, and a commitment to educate each student as completely as possible. They found these effective schools had a special reason for each student to go to school, a safe and orderly learning environment, a sense of community, resiliency and a problem-solving attitude (1985).

In another study by Edmonds and Frederiksen (1978) effective schools were found to share other similar traits. Teachers in the more effective schools did not agree that "culturally disadvantaged" children benefit from programs of

compensatory education, but held that a common standard of instruction can be applied to all. Principals of the more effective schools did not separate their students into ability groups, but allowed students to benefit from learning from each other. The more effective schools had smaller classes enabling teachers to devote more time to the individual student. Edmonds also found that the more effective schools had a larger proportion of families who attended PTA meetings, and principals of effective schools believed their schools had a good reputation among educators in their community. Children who attended schools that were instructionally effective attended school more regularly.

These studies reported if schools were to become effective, there must be effective leadership within the schools. Studies suggested principals can provide effective leadership in a number of ways. One critical step toward creating effective leadership is to establish a supportive school environment. An effective principal might create such an environment by working through a leadership team, while another might choose to form functional faculty committees. A third effective principal might develop peer-support teams among the teachers, and a fourth might use a variety of techniques to develop a faculty-wide camaraderie. Another effective principal might function as a cheerleader for the school, while a counterpart elsewhere might be sensitive to needs and personalities of individual teachers

and, in a quiet, personal way, make each teacher feel important and respected (Rutherford, 1985).

In light of this information, one area of the accountability issue focuses on the principalship. Accountability calls for the principal to be held accountable for the effectiveness of his/her school.

Site-based Management and School-Choice

A Rand Corporation's Institute for Education and Training report, "Decentralization and Accountability in Public Education," (1992) offered several suggestions on how to improve schools. The first suggestion was that although site-based management focuses on individual schools, it is in fact a reform of the entire school system. The report found that site-based management led to real changes at the school level only if it were the school system's basic reform strategy, not just one among several reform projects. Site-based managed schools were likely to evolve over time and to develop distinctive characters, goals, and operating styles. A system of distinctive, site-based managed schools required a rethinking of accountability. The most controversial suggestion was that the ultimate accountability mechanism for a system of distinctive site-based managed schools was parental choice. "The simplest way to hold schools accountable is to let parents choose their children's school" (Hill, 1992).

Report Cards

Several states, including Tennessee, have already started the movement toward holding schools and districts accountable. With the development of the Commissioner's Report Card and the National Report Card, the movement has accelerated. America 2000 stated six national educational goals and is striving to get each of the states to adopt these as a part of the states' reforms to improve education for all children. These goals are as follows:

1. All children in America will start school ready to learn.
2. The high school graduation rate will increase to at least 90%.
3. American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter including English, mathematics, science, history, and geography. Every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy.
4. U.S. students will be first in the world in science and mathematics achievement.
5. Every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

6. Every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning (America 2000, 1991).

America 2000 has a 15 point accountability package.

Parents, teachers, schools, and communities are encouraged to measure and compare results, and insist on change when the results are not good enough. The most controversial portion of the package is the school choice incentives allowing parents to select the school their child will attend. Money provided by the state, federal, and local government will accompany the student. The money can be used for education in either a public, private, or church supported school.

The accountability package includes some very high goals and objectives for American educators to strive toward. The ability of some American students to score with world class standards in math, science, communication, and social studies leaves educators with expectations that the majority of American students can improve on present scores. The development and use of an American achievement test is another controversial topic. Encouraging the use of these tests by colleges, universities, and employers will cause both the use and scores of these tests to become more significant. Recognizing students, teachers, and school leaders with presidential citations for educational excellence should become distinguished awards, with

presidential achievement scholarships tied to the test results.

Changes in the collection of data, how and what, for the national assessment of educational progress will be explored so a more equitable report card can be prepared and released to the public. These report cards will tell the public how their schools are doing as compared to other schools to which the parents may wish to send their children.

American 2000 calls for a Merit Schools Program to reward schools that move toward these goals. States are encouraged to have flexible legislation to support schools as the site of reform, as the schools strive to develop new ways of educating students. States are also encouraged to develop governors' academies for selected teachers and school leaders. Outstanding teachers in the five core subjects (language, math, science, social studies, and geography) should be honored. Differential pay for outstanding teachers needs to be included in the package if education is to continue to improve.

With the adoption of America 2000 by states and communities, more emphasis will be placed on the accountability of the schools and how the students' progress is being measured. This will lead to more emphasis on a National Report Card that will permit parents to see the results.

Emphasis on state structures with the authority to take over poorly performing school systems will increase.

Kimbrough and McElrath (1990) noted that nine states, by 1990, had passed legislation allowing the states to declare poorly performing school systems "economically impaired" or "educationally bankrupt." These states included: Arkansas, Georgia, Kentucky, New Jersey, New Mexico, Ohio, South Carolina, Texas, and West Virginia. Of these states, New Jersey's "academically bankrupt" legislation seems to be the strongest (1990).

A Commissioner's Report Card is already used in Tennessee. It was established after the 1984 Better Schools Program passed while Dr. Robert McElrath was the Commissioner of Education. Court cases established equality among the various school systems but were overturned in the court of appeals and will later be heard in the Tennessee Supreme Court. If the Tennessee Supreme Court upholds the concept of equality among school systems, the report card will become more widely used and more emphasis will be placed upon it's use.

At present, the Tennessee Commissioner's Report Card reports results measured by the Tennessee Comprehensive Assessment Program (TCAP) in the following subjects and grades:

Reading--Grades 2, 3, 4, 5, 6, 7, 8, and 10

Language--Grades 2, 3, 4, 5, 6, 7, 8, and 10

Math--Grades 2, 3, 4, 5, 6, 7, 8, and 10

Science--Grades 2, 3, 4, 5, 6, 7, 8, and 10

Social Studies--Grades 2, 3, 4, 5, 6, 7, 8, and 10

Additionally, the Report Card reports results measured by the Tennessee Proficiency Test (TPT) for the ninth grade in language and mathematics. At present students must have a grade of 70 on both parts of the test as a graduation requirement.

The report card compares each system with the state average. It reports average daily membership, average daily attendance, and the percent change in enrollment of the system from the previous year. The number of oversize classes are reported so the public can compare this with other systems.

The wealth of a particular district is shown by reporting per capita income of the district, percent of students on free or reduced-price lunches, and the system's expenditures per pupil. The percentage of elementary schools and secondary schools accredited by the Southern Association of Colleges and Schools is provided.

The average professional salary of certified personnel is listed, including all teachers, administrators, and superintendents as an average and not distinguishing between 10, 11, or 12 month persons. The report card lists the percentage of teachers on career ladder levels II and III.

Students graduating from high school are broken down into percentages. The percentage of students receiving

various types of diplomas are compared with state averages. The percentage receiving certificates of attendance, special education diplomas, regular diplomas, and honor diplomas are compared to percentages from other school systems across the state. The report shows the percentage of seniors not receiving a diploma at the spring graduation.

The report card lists percentages of students in the system enrolled in vocational classes, special education classes, and students in chapter one programs.

Like Tennessee, the use of report cards by other states has increased and become more uniform in the reporting of data.

Accountability

Accountability is a new phrase for an old idea that has long been discussed in education, business, and industry. Much of the confusion surrounding the concept of accountability can be attributed to the lack of uniform usage of the term. Alkins (1972) noted that the reader investigating the subject for the first time is inundated with a bewildering variety of conflicting views, schemes, and definitions. The use of the term in conjunction with teacher performance did not appear in the Education Index until June 1970 (Morris, 1972). Although accountability in education has been discussed frequently in the ensuing two

decades, along with the reform movement in education, accountability may be taking on a meaning educators have never before seen.

Frazier (1975) supported the contention that accountability represents a new way of describing an old practice. Riley (1977) observed that the accountability movement in the United States actually began in business and industry with Frederick Taylor's scientific management movement and his study of time-work efficiency.

The person recognized by most educators as the father of the accountability movement in the United States is Leon Lessinger (Gay, 1980). Lessinger and Tyler, in their book Accountability in Education (1971), said that accountability was the important track for the 1970s. Following the passage of the Elementary and Secondary Education Act of 1965, Lessinger referred to it as a clear mandate for equality of educational opportunity and for equity of results as well (Mickler, 1984). Lessinger (1970) defined accountability in a strictly formal sense as follows:

Accountability is the product of a process. At its most basic level, it means that an agent, public or private, entering into an agreement to perform a service will be held answerable for performing according to agreed upon terms within an established time period, with stipulated use of resources and performance standards. (p. 217)

Roush, Brattaen, and Gillin (1971) defined accountability conceptually and operationally when they stated:

Conceptually defined in its simplest form, accountability is a definitive delineation of the goals and functions of education, each of which is qualitatively described in measurable objectives which are either directly or indirectly related to student performance. Operationally defined accountability requires the reporting of achievement against promised results. (p. 40)

Bains (1971) viewed accountability more narrowly. She stated that it is a means of measuring teacher effectiveness by the amount students learn. She further claimed accountability only focuses on quantifiable skills.

Cunningham (1969), on the other hand, distinguished between accountability and evaluation as follows:

Accountability is dependent upon evaluation obviously, but it is a broader concept. The accountability responsibility extends beyond appraisal; it includes informing constituencies about the performance of the enterprise. Similarly, it implies responding to feedback. (p. 285)

Dolmatch (1970) asserted that accountability is a marketing device for vendors, a selling device for school administrators to use on their school boards, a security blanket for teachers, and a political slogan for legislators.

Von Haden and King (1971) contended accountability is the extent to which an individual or institution is willing and ready to stand behind its work or product and correct a demonstrated or perceived fault. In public education, it refers to the commitment of teachers, administrators, and board members of being responsible for their performance and answerable for their results.

Local School Boards

The literature revealed the importance of involving the local boards in planning for accountability and demonstrated how the teachers' and boards' roles have changed through the years. The primary purpose of the early schools in America was to enable students to obtain salvation through knowledge of the scriptures. The teachers instructed children in grades one through eight, kept daily records, disciplined all pupils, cleaned the facilities, kept the fires, and performed any other necessary functions. A local board of laymen was accountable for hiring teachers and keeping financial records (Campbell, 1966).

In examining the current roles of school boards, the Report of the Twentieth Century Fund Task Force (1992),

stated that the education of its children is a nation's largest collective undertaking as a society. The Report also maintained that, all too often, the intense media coverage and fierce political debate about America's economic future have focused on such indicators of economic performance as savings levels, technical and scientific research, and capital investment in business plants and equipment. The Report added that as important as these indicators are, they must not obscure a larger truth: "That the real foundation of a society's wealth lies in the knowledge and ability of the educational attainment of its people."

The Task Force recommends school boards be given authority to become "Local Education Policy Boards," and states set clear performance criteria that will enable each state to hold local policy boards accountable for student progress and management effectiveness. The Task Force holds that state governments can assist local school boards by developing statewide indicators to measure and compare the progress achieved by districts and individual schools. These indicators would help establish accountability in terms of pupils' accomplishments, conditions of physical plants, and would facilitate the pursuit of the goal of combining all services for children. According to the Task Force, states should set the broad educational goals students must achieve without restricting the ability of local policy boards to innovate ways to meet the needs of

students. States should hold local boards accountable for overall ethical, supervisory, and performance standards (Twentieth Century, 1992). In addition, states should hold local boards accountable for having in place a set of intervention strategies to ensure overall standards are met including, as a first step, support and assistance with takeover as a final recourse.

School Administrators

The duties and assignments of school administrators may become different as accountability becomes a more defined and measurable practice in education. For example, educators may see different types of site-based or school-based decision making come into wider use.

It appears that school administrators will have to adjust by learning new skills of shared decision making. They may have to learn to guide other members of the educational team without the added security of administrative tenure they currently enjoy. Administrators may have to learn to boost the staff's morale as a part of effective administration, since it has become evident morale of the workers is a key to their meeting accountability performance standards. Hawthorne's Western Electric Corporations study (Mayo, 1963), for example, concluded production can be increased by showing an interest in people as human beings. Concerning the Hawthorne studies, Mayo stated:

The operators have no clear ideas as to why they are able to produce more in the test room; but as shown in the replies to questionnaires, there is the feeling that better output is in some way related to the distinctly pleasanter, freer, and happier working conditions. (p.75)

Herzberg (1959) indicated motivation of staff will become a skill school administrators must develop. Credited with establishing the motivation-hygiene theory on job attitude, Herzberg identified two distinctly different sets of factors, job motivating factors and hygiene factors, that lead to either motivation or dissatisfaction respectively. His work implies school administrators must understand how these two sets of factors can be used to improve a staff's morale and increase happiness or at least to lessen staff dissatisfaction and unhappiness. Sergiovanni (1967) took the Herzberg two-factor theory of motivation from business and industrial settings and applied it to the field of education. Sergiovanni's study of teachers in Monroe County, New York, added support to the Herzberg theory of the existence of two mutually exclusive sets of factors. Sergiovanni found the set of factors related to work content had a favorable influence on teacher satisfaction, while the other set of factors related to work environment or work context, reflected a low attitude on teacher satisfaction.

In a later study, Sergiovanni (1975) found intrinsic satisfactions of their profession are ultimately the most meaningful rewards for teachers. Extrinsic rewards such as praise, support, and positive feedback from administrators can produce feelings of competence and self-determination in teachers.

These two studies suggest administrators must recognize the fact others in educational organizations can also contribute innovative ideas for improving educational opportunities for students. Administrators may have to accept the fact many heads, when properly guided, may be more effective and productive than any one head can be (Lewis, 1989).

According to Lessinger (1971), performance contracts may become the accepted method for hiring school administrators. Superintendents' performance contracts will be signed by the chairperson of the board and the superintendent. Other administrators will sign a performance contract with the chairperson of the board, the superintendent, and the administrator. These contracts will spell out behavioral objectives school system have established for the district or the school, depending on the type of work the administrator is hired to perform. The objectives could be specific and cover all the areas in minute detail, or they could be broad with many implied assignments and goals.

The use of behavioral objectives with management is believed to have grown out of the work of Thorndike (Alpren & Baron, 1974). Wagener (1976), exploring the recurring emphasis on behavioral objectives, reasoned:

Education is in a period of concern for accountability. It is argued that teachers have taught too long without a clear concept of their objectives and no reliable procedure for ascertaining whether the content taught is in fact learned. The trend toward stating observable, measurable objectives in student performance terms would appear to be a possibility for promoting accountability. (p. 15)

Anderson (1971) defined behavioral objectives as statements the educational program should accomplish, the conditions for accomplishment, and the criteria whereby successful accomplishment can be determined.

Boyd (1974) analyzed the attitudes of school administrators and teachers in the San Diego Unified School District concerning accountability through the behavioral objectives approach. He found teachers and administrators did not perceive behavioral objectives as tools for the improvement of instruction and teacher competency.

On the other hand, Johnson and Sherman (1974) conducted a study to determine if pre-knowledge of behavioral

objectives affected students' achievements in an intermediate science curriculum course. The results of this study revealed students with low science ability gained significantly in achievement when given the objectives prior to the study of a lesson, while students with high science ability showed no gains in achievement when presented with the objectives prior to studying a given lesson.

Several other studies concerning behavioral objectives and teachers have been conducted. Frey (1974), after surveying 406 educators regarding their familiarity with and exposure to behavioral objectives, found that 38% were positive, 15% felt there was no affect on student performance, 34% were undecided, and 12% did not respond at all.

Additional studies by Herron (1971), Colon (1970), and Olsen (1973) have failed to provide clear conclusions regarding the value of behavioral objectives on student achievement. While some studies seem to indicate providing students with behavioral objectives enhances achievement, the results of other studies indicate no such advantage occurs.

Other States and Educational Reform

Other states are quickly moving to join the ever-increasing demand for holding schools accountable for the outcome of student performance. As of 1990, according to the Education Commission of the States, 29 states issued

report cards containing multiple types of data for schools, districts, or the state as a whole (Ramirez, 1992). South Carolina, for example, had goals stemming from its education reform act that are similar to Kentucky's and Tennessee's. Standardized test scores are used more frequently now for evaluation of students, teachers, and schools. In South Carolina, test scores are one of the most frequently mentioned ways of measuring schools, districts, and administrators. The major difference in the South Carolina Improvement Act and the Better Schools Program for Tennessee is the use of test scores with teacher and school evaluations. South Carolina continued to have yearly evaluations and legislative changes in education, as needed, nearly every two years since the passage of the first improvement act in 1984.

A study of South Carolina's education reform act showed it had approached school-based decision making differently than Kentucky. The school council in South Carolina is an advisory board used to make recommendations to the principal and his staff for improvement of the school. The council is used to assist in goal-setting and policy-making. It has an important role in the development of strategic plans and of the action plans needed to implement the desired objectives and goals.

Kentucky, on the other hand, decided to give school-based decision making teams absolute control over their

schools. In Kentucky, the council replaced the school board as the decision-making body for the school.

The accountability portion of South Carolina's Improvement Act had strategies to reward the school's staff in each district meeting the state's criteria. The reform act required each school to develop annual improvement plans, provide for annual monitoring by the governor's office, and gave the state superintendent the authority to intervene in the management of school districts in which educational quality is deteriorating.

Kentucky Education Reform Act of 1990

The Kentucky Education Reform Act is of particular interest to Tennesseans because it is similar to Tennessee's Reform Act and is further along in its implementation. Since the education reform act entered into law, Kentucky's citizens are seeing an entirely new set of expectations for students. Historically, all children were not expected to master the entire curriculum. Schools were expected to sift and sort out the unmotivated and poorly performing students from those with some promise of academic excellence.

The state of Kentucky now intends to hold its schools accountable for a high level of academic success for all students. Kentucky legislators believe the state's children are educationally "at risk" primarily because the schools have used outmoded educational methods and standards of accountability (Foster, 1991).

The Kentucky Education Reform Act of 1990 (KERA) has six goals for the schools of the Commonwealth. These are expressed in measurable terms defining the results expected of students. School administrators are expected to change their thinking so they envision all students achieving at a high level. The students should be able to use the skills acquired at school in everyday life. Students need to build on these skills developing decision making capabilities that will enable them to lead productive lives in their communities. School administrators must develop plans to increase attendance as well as work on the problem of the number of students having to repeat a grade or a class. Plans for drop-out prevention programs must be developed and carried out so the number of students graduating from high school is greatly increased.

The state of Kentucky intends their public high school graduates to be able to apply what they have learned to their personal lives at work, in the community, and at home. The state proposes that schools develop in all students the ability to effectively use skills learned while in school. At present, the answer is to create prototypes of complex tasks students can perform to demonstrate these objectives in an interactive context. Since the schools are held accountable for results of these demonstrations, educators need to involve themselves in the development of the evaluation process used for these tasks. Schools shall be measured by the outcome of these objectives and on the

proportion of students who make a successful transition to work, post-secondary education, and the military. Clearly, this approach to accountability requires the development of new ways of documenting student learning (Foster, 1991).

Tennessee Education Improvement Act of 1992

Tennessee's recently enacted education reform act, containing a very strong statement on accountability, presently is being studied by the State Board of Education. U. S. Secretary of Education Lamar Alexander, the former governor of the state, was quoted in The Knoxville News-Sentinel on October 26, 1991 concerning his views on the act. Alexander singled out the "accountability" portion for particular praise. He stated that implementation of the act will include a "value-added assessment system" for determining how much children learn from individual teachers yearly, as well as sanctions against school systems that fail to meet standards, including ouster of superintendents and school boards in the most severe cases. Alexander added, "From now on, when they ask about accountability, I'm going to suggest they look right here in Tennessee." (p.1)

Tennessee's Improvement Act is divided into four major sections. These include management, accountability, academics, and funding. The entire reform act, as passed by the legislature and signed by the governor, is 30 legal pages in length, but is summarized topically below.

Management

The management of the local schools will be empowered to the local board of education. Presently, the state of Tennessee has different ways of selecting school board members. Some systems elect board members from defined districts. These members might live in a certain district and be elected by voters from that area, or they might be elected by voters from the entire county. Another system might require board members to live in a district and have the county commission or the city council select them. Still, another system might have board members seeking election from the entire district and the only requirement could be that they receive the highest number of votes from either the county commission, the city council, or the voters.

Under the new law beginning September 1, 1996, all local board of education members are to be elected by the people. The board members must live in a certain district but be elected by all voters in the county. The board will become a policy setting council with the responsibility of establishing priorities and goals for the school district. The board will hire the director of schools (superintendent) and can sign a contract with this person ranging from one to four years. The local board will continue to have authority to employ tenured teachers based on the recommendation of the director of schools. Local boards will have the

authority to establish school-based decision-making programs.

Beginning September 1, 1996, all superintendents are to be appointed by the local board of education. Superintendents elected before September 1, 1996 will be permitted to complete his/her term in office. At present, in Tennessee, the superintendent might be elected by the people, appointed by the county commission, appointed by the city council, or appointed by the local board of education. This will be changed so that each superintendent of schools will be selected in the same way. Under the new law, the only certification for director of schools (formally called the superintendent) appointed by the local board of education is that the individual hold a Baccalaureate Degree.

Once the board of education and the director of schools are selected as specified under the new law, the director will have different responsibilities than the current elected superintendent. The director will have the authority to employ tenured teachers, supervisors of instruction, attendance officers, janitors, engineers, and other persons to care for school property. The appointed director of schools has the authority to employ all principals under written, performance-based contracts not to exceed the terms of his/her contract. After July 1, 1994, a new certification process for principals will be implemented. All principals employed for the first time

after this date must have completed the new certification process (Tennessee State Board of Education, 1992).

The director (superintendent) will assign personnel to schools, and the principal will assign personnel to specific positions within the school. The principal may make recommendations to the director regarding assignment of teachers and other personnel to his/her school and dismissal or transfer of teachers and other personnel from his/her school.

The appointed director of schools has the authority to employ, transfer, suspend, non-renew, and dismiss all personnel except for tenured teachers. The director has the authority to enter into contracts for the school system including contracts for transportation services.

Academics

The Education Improvement Act includes several innovative sections under academics. The state of Tennessee gives school systems authority to participate in the federal "break-the-mold schools" program should funding become available. Pupils may choose which school system to attend subject only to approval of the receiving board of education. This request must be submitted up to two weeks prior to the beginning of the school year. Before this act, both boards of education had to approve the move if state funding was to follow the student into the new system.

Beginning with the 1993 school year, no child shall be eligible to enter first grade without having attended an approved kindergarten program. Schools may operate ungraded programs in kindergarten through third grade. Value-added assessments will become a large part of recording students progress in these years. To improve parental involvement, school systems have authority to establish family resource centers. One day of the 200 day school calendar must be used for parent-teacher conferences. This must be done without using one of the 180 instructional days.

The State Board of Education is to consider multicultural diversity when developing frameworks and curricula to be taught in grades kindergarten through the twelfth grade. The Commissioner of Education must develop a system to monitor required instruction in black history and culture. With this in place, the State Department of Education is to construct an annotated bibliography of sources regarding contributions of African-Americans to the state, country, and the world.

Another change in the Improvement Act is the state is authorized to award incentive grants of up to \$50,000 to schools or school systems operating approved alternative plans. Alternative schools must be available to students in all school systems. However, no student may graduate based solely on attendance in alternative school. The compulsory attendance age is raised to the 18th birthday.

In high schools, the State Department of Education will develop a two-track curriculum preparing students for either college or the work force upon graduation. After September 1, 1994, all graduates must have taken a full year of computer education at some time during their educational career. Within ten years of full funding of the Basic Education Program (BEP), all equipment and technology needed for the Twenty-First Century curriculum must be purchased and used in the schools. In addition, within four years from the date of full funding of the BEP, all new class-size mandates will be in effect, and there will be no more waivers for oversize classes. All systems will have to spend pupil-contact dollars for lowering class size. The State Department of Education will not allow classes to have ten percent overage as presently allowed. The average pupil-teacher ratios in this section shall be established using only classroom teaching positions. Principals, assistant principals, counselors, art teachers, music teachers, physical education teachers, special education teachers, and chapter one teachers will not be computed in the classroom average.

The Taylor Plan will become effective with the passing of the Improvement Act. This allows students to attend state colleges with non-repayable financial assistance if they meet the criteria for the plan. The student must be a resident of the state of Tennessee and graduated from a Tennessee High School. The student must have a "3.0"

average and have completed a core curriculum of high school course work. The student must have a composite score of at least 20 on the enhanced version of the American College Test (ACT).

Funding

The passage of the Improvement Act will have an effect on the funding of schools in Tennessee. The first step for use of new funding must be to restore any cuts in the Tennessee Foundation Program (TFP) caused by the shortage of money from the 1991-1992 school year. The TFP will remain as a parallel formula to the BEP until the Basic Education Program is fully funded. The BEP will be used to distribute all additional funding. Since much of the funding for the Improvement Act is to lower the pupil-teacher ratio, there will be dedicated local and state education trust funds established. This will ensure money earned by a system that cannot be used during the current year will be saved for that system. The money might not be used because of a lack of facilities to add additional classroom space. As the system is able to add additional classrooms the funding will be released.

The (BEP) funding was established to have a more equitable formula for distributing the states' portion of funding to the local education agencies. Under the BEP, the state shall provide 75% of funds generated for the classroom component. The state will provide 50% of funds for non-classroom components. This formula will be adjusted to

allow for the difference in local systems' ability to pay the necessary share of local taxes. To receive the state's share of the BEP, local governments must appropriate funds sufficient to fund the local share of the BEP. The state will not allow any local education agency (LEA) to commence the fall term until the LEA's share of the BEP has been included in the budget. This budget must have been passed by the local legislative body and been approved by the State Department of Education and the Finance Department.

Accountability

The Education Improvement Act authorizes the Commissioner of Education to prescribe a management information system for local school systems to maintain, record, and report information to the State Department of Education. The commissioner must prescribe an information system for internal school and system management. The management information systems must be presented to and adopted by the State Board of Education. The commissioner is to recommend to the State Board of Education rules relative to performance indicators and value-added testing.

The Improvement Act requires the establishment within the Office of the Comptroller an Office of Education Accountability. This office shall monitor the performance of school boards, superintendents, school districts, schools, and school personnel in accordance with the performance standards set out by the commissioner and

adopted by the State Board of Education. The office shall be provided with information generated through the management information system prescribed by the commissioner. The office shall conduct such studies, analyses, or audits as it may determine to be necessary to evaluate educational performance and progress, or as may be assigned to it by the governor or general assembly. These findings shall be reported annually to the governor and the general assembly.

The performance indicators adopted by the State Board of Education will be used to establish the performance goals of the local school system. Local board members will be required to attend mandated state training to keep them informed about the goals and how they are to be met. The performance standards shall be established for each system and a plan to reach these standards will be developed by the local board. Any local board member failing to attend the state training will be subject to ouster from office.

The Commissioner of Education shall be required to compile and release several reports. By October 1, 1993, and yearly after that, the commissioner will release a detailed annual report outlining school system performance and accountability. By April 1, 1993, and each following year, the commissioner will release the school system effect on the educational progress of students in grades three through eight. This will be calculated based on value-added assessment results. By July 1, 1994, school effect on the

educational progress of students in grades three through eight will be calculated using the same method. By July 1, 1995, teacher effect on the educational progress of students will be calculated. The reason for this delay is that three years' data will be needed before a specific teacher's effect may be used as part of an evaluation of that teacher. What will be happening is systems (1993), schools (1994), and teachers (1995) will be evaluated and held accountable using educational progress of students calculated on value-added assessments.

After July 1, 1993, the proficiency test, given to high school students who did not score at a required standard on the eighth grade TCAP, will be abolished. Students will be required to pass the TCAP test at a prescribed level before graduating from high school. By not later than 1993, development of subject matter tests will be initiated to measure performance of high school students in all academic subjects for which appropriate metrics can be obtained from group administered tests. As soon as valid tests have been developed, testing of students will be initiated to provide value-added assessment. Value-added assessment shall be initiated in all academic subjects within secondary schools by the 1998-1999 school year, and continued annually thereafter. After July 1, 1995, all students will take an exit exam as they leave high school. The exit exam will assess college or work readiness. This will not be an exam for students to pass or fail.

The State Board of Education shall develop and provide to local education agencies guidelines and criteria for evaluation of all certificated persons employed by the local board. Mandatory criteria shall include, but not be limited to, classroom or position observations followed by written assessment. Evaluators shall have a personal conference to review prior evaluations and discussion of strengths, weaknesses, and remediation. The evaluation shall include other appropriate criteria including the Sanders model (value-added assessment), related to responsibilities of the employee. In the event of dismissal of a teacher, the dismissed teacher will be given an impartial hearing before the local board of education with evidence deemed relevant by the teacher to be included in the record. Chancery court reviews of cases involving dismissed tenured teachers are limited to the written record and evidence submitted at the local board of education hearing.

Summary

The main focus of this study is accountability and how it will be used in the Tennessee Education Improvement Act of 1992. A review of the literature produced findings concerning local boards of education, assignment of school administrators, and definition of an effective school. The literature also included findings from other states and how the states' reform movements are affecting accountability of schools. The use of "report cards" or other methods to

inform parents, and the public, about progress made toward schools' goals were reviewed.

As the literature indicated, accountability is here to stay in Tennessee. Information relative to current perceptions regarding accountability in Tennessee will be useful during the implementation phase of the Education Reform Act. This study should prove useful toward that end.

CHAPTER 3

Methods and Procedures

Introduction

The purpose of this study was to determine how the chairpersons of Tennessee's local boards of education perceive accountability and the chairpersons role within the Tennessee Education Improvement Act. This chapter describes the methods and procedures followed in conducting the study and is divided into five sections. The first section provides a description and explanations about the design of the study and how it was selected. The second section provides a description of the instrumentation and how it was developed. The third section explains the questionnaire, its validity and reliability, and the pilot study. The fourth section provides a description of the techniques used for the distribution and collection of the data. The fifth section provides a description of the methodology used for the statistical analysis of the data.

Design of the Study

This descriptive study was conducted in the state of Tennessee using the 140 school board chairpersons. It is based on the accountability portion of the Master Plan for Tennessee Schools--Preparing for the Twenty-First Century. This plan addresses accountability, but it does not

specifically spell out how schools will be evaluated and monitored for compliance in matters of accountability. This study examined chairpersons' perceptions about accountability and whether the background information garnered from the chairpersons influenced these perceptions.

Instrumentation

After reviewing the literature, this researcher used the technique of a mailed questionnaire for data gathering purposes. The statements chosen to be included in the two-part questionnaire were gathered from reviewing the literature relevant to current education theory and research and from the Master Plan. The first part of the instrument included 32 selected statements that aided in determining attitudes and perceptions of the chairpersons about accountability and perceptions of their role in the evaluation of school personnel. The data collected from part one were analyzed to provide a summary description of the chairpersons' perceptions concerning accountability and their role in implementing this part of the Education Improvement Act. The frequencies, means, and percentages of respondents agreeing with each statement are provided.

The respondents were asked to rate the value of each statement on a "Likert Scale," thus providing 32 dependent variables. The use of a Likert Scale with part one of the survey gave the respondent a broad range of answers from which to select (Asher, 1976). The values used for this

study range from one to five as follows: 5= strongly agree, 4= agree, 3= undecided, 2= disagree, and 1= strongly disagree. This range was intended to make it easier for the respondents to answer all of the questions in the instrument.

The second part of the instrument garnered background information about the chairpersons and their systems. Responses to these questions were used to analyze any possible statistically significant relationships between the chairpersons' perception of accountability based on their professional background and the demographics of their system. The background information included the following: 1) the number of years served on a board of education, 2) the number of years served as chairperson of a board 3) educational levels, 4) ages, 5) gender, 6) size of the board they chair, 7) number of in-service education hours attended yearly, 8) size school system represented, 9) whether the superintendent is elected or appointed, 10) whether the chairpersons were elected by districts, county-wide, or were appointed to the board, and 11) whether they serve with a city, county, or other type of school system.

The data generated by responses to part two of the questionnaire constituted 11 independent variables on which the mean ranks, frequency of responses, and the percentages of responses were tabulated. The mean ranks from the data generated by responses to part two of the questionnaire

(demographics) were statistically compared to the mean ranks of the data garnered by part one of the survey (the 32 dependent variables).

The questionnaire (see Appendix B) was constructed in such a way as to provide information and data on the following topics and to answer the following research questions:

1. Should student test scores be used as an evaluation tool, and who does the chairperson hold accountable for student test scores and performance and to what extent? (questionnaire items - 3, 9, 20, 27, 31)

2. Does the chairperson believe his/her school system should be held accountable for students promotion or graduation based on student test scores? (questionnaire items - 11, 19, 26, 29)

3. Does the chairperson believe school attendance is an important part of accountability and to what extent? (questionnaire items - 4, 7, 10, 13, 14, 23, 24)

4. Does the chairperson believe local school boards should have more control over the school system and accountability and to what extent? (questionnaire items - 2, 15, 16, 18, 22, 28, 30)

5. Does the chairperson believe the state should have more control over the local system and accountability and to what extent? (questionnaire items - 6, 12, 25, 32)

6. Which school system employees does the chairperson believe should be held accountable for the school system's performance and to what extent? (questionnaire items - 1, 5, 8, 17, 21)

The instrument was developed to insure as great a return as possible. Every effort was made to delete repetition from the instrument so it was not too time consuming for the respondent. The instrument also included a careful and clear statement of the problem underlying the reason for the questionnaire (Issac & Michael, 1981).

The Questionnaire's Validity and Reliability

A field test of the instrument's reliability was conducted using the available resources and knowledge of the fellow members of a CoHort doctoral group at East Tennessee State University in Johnson City, Tennessee. This pilot group was used to check the validity and the reliability of the questionnaire.

An additional pilot group of 25 selected school board members from the East Tennessee area was also used to check the validity and reliability of the survey instrument, since their views could be slightly different from the views held by school administrators. In selecting these school board members, the chairpersons of these boards were carefully excluded.

The content validity of the instrument was evaluated on the basis of criteria set forth in the literature and by the field testing of the questionnaire. Five panel members, all of whom were experienced educators, were asked to evaluate the instrument on the basis of clarity and appropriateness. Two-thirds of the group endorsed the questionnaire in its original form. The remainder offered suggestions for slight modifications in the format and in word choices. These modifications were subsequently made.

Distribution and Collection of Data

Using the Tennessee School Board Association's latest mailing list of the chairpersons of the boards of education in Tennessee, the instrument and instructions were mailed directly to each chairperson.

The following information was sent to the chairpersons:

1. A cover letter (Appendix A) explaining the position of the writer and how this particular subject was selected.
2. A statement explaining the importance of the topic.
3. The importance of their expertise in aiding the researcher to obtain a true picture of the chairperson's perceptions of accountability was stated.
4. Information that explained the survey with instructions on how to complete the questionnaire.
5. A statement explaining the need for return of the survey by a specific date.

6. A questionnaire (Appendix B).

7. A self-addressed return envelope was enclosed.

Each school district was assigned a code number that was included on each instrument to keep track of the systems that returned the surveys. Included was an explanation of the code and the assurance that this number would not be used to report the responses on any individual questionnaire, but would be used only to keep a record of those who had returned the survey.

A follow-up letter (Appendix A) and survey were sent to the superintendents of each school system's chairperson not responding to the first mailing. This letter stressed the importance of each chairperson's perceptions in assuring the accuracy of the results of the study. The letter also stressed the impact their perceptions could have on in-service education plans that could be projected from this study. The letter requested the superintendent to give the letter addressed to the chairperson (Appendix A), the survey, and the return envelope to the chairperson, and to ask that they return the questionnaire by October 16, 1992.

Data Analysis

The data gathering and analysis constituted a descriptive study. According to Best, "Descriptive research is concerned with conditions or relationships that exist,

opinions that are held, processes that are going on, effects that are evident, or trends that are developing" (1981, p.93).

In Chapter One of this study, the hypotheses were stated in the declarative form. For statistical treatment these null hypotheses were tested:

Null Hypothesis 1. There will be no significant difference between expectations of school board chairpersons about accountability based on the number of years they have served on the board.

Null Hypothesis 2. There will be no significant difference between the chairperson's perception of accountability based on the number of years he/she has served as chairperson.

Null Hypothesis 3. There will be no significant difference in how the chairperson perceives accountability based on his/her education level.

Null Hypothesis 4. There will be no significant difference in chairpersons perceptions of accountability based on their age.

Null Hypothesis 5. There will be no significant difference between perceptions of female and male chairpersons about accountability.

Null Hypothesis 6. There will be no significant difference in how the chairperson perceives the board's role in accountability based on the number of members on the local board of education.

Null Hypothesis 7. There will be no significant difference between how the chairperson perceives accountability based on his/her attendance at in-service education seminars sponsored by the Tennessee School Board Association (TSBA) or other professional organizations.

Null Hypothesis 8. There will be no significant difference in how the chairperson perceives accountability for school personnel based on the size of the school system.

Null Hypothesis 9. There will be no significant difference between the chairperson's perception of accountability based on how the superintendent is selected.

Null Hypothesis 10. There will be no significant difference between the chairperson's perception of accountability based on how board members are selected.

Null Hypothesis 11. There will be no significant difference between city and county chairpersons' perceptions of accountability.

Comparing Mean Scores

The Mann-Whitney U - Wilcoxon Rank Sum W Test was used to test for differences between different groups on the 32 dependent variables when only two groups existed. The Kruskal-Wallis One-Way Analysis of Variance was used to compare scores on the 32 dependent variables when more than two groups were being compared. If a significant difference was found using the Kruskal-Wallis test, Mann-Whitney U

tests were conducted to examine differences between each pair of groups to identify which groups were different.

Summary

The instrument was developed to provide a complete overview of how the chairpersons perceive accountability and the evaluation of their system and personnel. The instrument was also designed to examine different perspectives about differences in school systems and in levels of accountability. The personal characteristics of chairpersons and their systems made it possible to test for significant differences between the attitudes and perceptions of accountability of chairpersons based on their background characteristics and system demographics.

The procedure for distributing and collecting the data was to survey all chairpersons of boards of education in the state of Tennessee. The survey was mailed to each of these individuals. The need to have the opinions of all the chairpersons to get a complete and accurate report of the views across the state was emphasized in the cover letter that accompanied the survey.

Different statistical tests were run on the data to compare the attitudes of chairpersons about the meaning and importance of accountability as they perceive it based on their background characteristics and system demographics. Descriptive statistics were calculated for each of the 32 attitudinal statements to provide a glimpse at responses to

them. These included a mean, a frequency by response category, and percentages within each response category. Research questions were answered through percentage responses to the relevant attitudinal statement.

Chapter 4

Presentation of Data And Analysis of Findings

Introduction

This chapter contains tabulated responses of school board chairpersons to statements involving their perceptions of accountability, tabulated responses related to personal information about the chairperson and their system, and analysis of the differences in the demographic characteristics of the chairpersons. The data collected for this study were obtained from questionnaires sent to the 140 school board chairpersons of public school systems in Tennessee. The questionnaire (see Appendix B) consisted of two parts.

In Part I, 32 attitudinal statements were presented that related to the chairperson's perceptions toward school accountability. Part II consisted of questions related to demographic characteristics of the respondent and his/her system.

Section one of the chapter includes the 32 attitudinal statements toward accountability. Frequency, percent, and the mean scores on the statements by the responding school board chairpersons are shown. The data for the attitudinal statements were tabulated from the responses of the chairpersons to the questions included in Part I.

Section two of the chapter includes demographic characteristics from the school board chairpersons and the system represented by these chairpersons. There were 11 questions related to personal information about the chairperson and his/her system. The data for the demographic tables were tabulated from the responses of the chairpersons to questions included in Part II of the instrument.

The third section incorporates the analysis of the effects of selected characteristics of the school board chairpersons and the perceptions board chairpersons have concerning selected statements related to school accountability. The data were analyzed to see if there were any differences in how accountability was perceived by these chairpersons based on demographic characteristics. The scores on each of the 32 selected statements were compared among subgroups within each of the 11 demographic variables. When the demographic variables included more than two subgroups a Kruskal-Wallis one-way Analysis of Variance (ANOVA) was computed. If only two subgroups were used then a Mann-Whitney U-Wilcoxon Rank Sum W Test was used to compare the scores of the two groups on each question. If a significant difference was observed using the Kruskal-Wallis, then the groups were divided so a Mann-Whitney U could be run on each combination of pairs to determine differences in scores between the subgroups.

Chairpersons' Perceptions of Accountability

One hundred twelve of the 140 school board chairpersons in Tennessee returned the questionnaire. This represented 81.2% of all public school systems in Tennessee. The ratings were made on a five point scale ranging from strongly disagree (1.0 points) to strongly agree (5.0 points). Table one represents the responses of the mean scores for the 32 selected attitudinal statements.

Table 1

Mean Scores of 32 Attitudinal Statements on School Accountability

STATEMENT	MEAN SCORE	STATUS
1- All certified school personnel should be evaluated and held accountable for student performance.	4.446	Agree
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	3.830	
3- Test scores of students should be the primary tool used to evaluate teachers.	2.616	Disagree
4- Superintendents and principals should be responsible for students' attendance.	3.125	
5- School boards are held accountable and judged by the public each time they run for re-election.	3.991	

(table continues)

Table 1 (continued)

STATEMENT	MEAN SCORE	STATUS
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	4.402	Agree
7- Parents should be responsible for students' attendance.	4.643	Agree
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	3.804	
9- Standardized test scores should be made available to school board members, parents, and the press.	3.768	
10- Drop-out prevention programs help high risk students remain in school.	4.054	Agree
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	3.375	
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	4.250	Agree
13- Strong alternative programs are needed for students with poor attendance.	4.125	Agree
14- Retaining a student increases the chance for the student to become a "drop-out".	3.545	

(table continues)

Table 1 (continued)

STATEMENT	MEAN SCORE	STATUS
15- School boards should be able to appoint the superintendent of schools.	4.286	Agree
16- School systems should have a policy for encouraging parental involvement with the schools.	4.393	Agree
17- School boards should be evaluated by the State Department of Education.	3.491	
18- School boards should have at least three years to implement programs for school improvement.	4.009	Agree
19- All students in high school should be required to pass the classes necessary to enter college.	2.831	Disagree
20- Students' test scores should be the important factor used to evaluate principals.	2.714	Disagree
21- Principals should be accountable for the entire educational program of the school they are assigned.	3.893	
22- If school boards are to be responsible for student performance, they must have more control over their employees.	3.821	
23- All students are not expected to graduate from high school.	2.464	Disagree
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	3.446	
25- The state board of education should have a clear set of objectives for the local district to follow.	3.821	

(table continues)

Table 1 (continued)

STATEMENT	MEAN SCORE	STATUS
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	3.446	
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	3.616	
28- School systems should have a policy to provide a one and five year follow-up report.	3.875	
29- Students should not be graduated from high school until they pass a proficiency test.	3.830	
30- Schools should have site-based management teams to direct the individual school.	3.143	
31- Superintendents should be accountable for overall achievement test scores of the students.	3.321	
32- The state should be required to fund services if the state requires local schools to provide them.	4.471	Agree

Note: "Agree" indicates the statements that had a mean score greater than 4.0. This indicates that most of the chairpersons agreed or strongly agreed with the statement. "Disagree" indicates a mean score below 3.0. This indicated that most of the chairpersons disagreed or strongly disagreed with the statement.

Of the 32 attitudinal statements, ten had a mean score greater than 4.000. Statement 7 (Parents should be responsible for students' attendance) and statement 32 (If the state requires local schools to provide a service, the

state should be required to fund the service) had the highest mean scores, indicating school board chairpersons agreed most strongly with these two statements. The other eight statements with which the chairpersons agreed or strongly agreed most often are as follows: Statements 1, 6, 16, 15, 12, 13, 10, and 18.

Only four statements had a mean score where most of the chairpersons disagree or strongly disagree. The statement with the lowest mean score (2.464) was statement 23 (all students are not expected to graduate from high school). The other statements where the chairpersons disagreed or strongly disagreed with were as follows: Statement 3 (test scores of students should be the primary tool used to evaluate teachers); statement 20 (students' test scores should be the important factor used to evaluate principals); and statement 19 (all students in high school should be required to pass the classes necessary to enter college).

Table two represents the percentages of responses of the chairpersons to the 32 selected attitudinal statements. The largest percentages for each statement are underlined. There were seven statements to which no respondent strongly disagreed (statements 1, 7, 10, 13, 16, 18, and 24). The percentages for each of the 32 statements total 100%.

Table 2

Percentages of Responses to 32 Attitudinal Statements on
School Accountability

STATEMENT	SA	A	U	D	SD
1- All certified school personnel should be evaluated and held accountable for student performance.	<u>54.5%</u>	39.3%	2.7%	3.6%	0%
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	<u>37.5%</u>	30.4%	16.1%	9.8%	6.3%
3- Test scores of students should be the primary tool used to evaluate teachers.	2.7%	20.5%	24.1%	<u>41.1%</u>	11.6%
4- Superintendents and principals should be responsible for students' attendance.	6.3%	<u>43.8%</u>	16.1%	24.1%	9.8%
5- School boards are held accountable and judged by the public each time they run for re-election.	33.0%	<u>47.3%</u>	6.3%	12.5%	.9%
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	<u>54.5%</u>	35.7%	6.3%	2.7%	.9%
7- Parents should be responsible for students' attendance.	<u>66.1%</u>	33.0%	0%	.9%	0%

(table continues)

Table 2 (continued)

STATEMENT	SA	A	U	D	SD
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	24.1%	<u>47.3%</u>	17.0%	8.0%	3.6%
9- Standardized test scores should be made available to school board members, parents, and the press.	24.1%	<u>46.4%</u>	17.0%	7.1%	5.3%
10- Drop-out prevention programs help high risk students remain in school.	19.6%	<u>66.1%</u>	14.3%	0%	0%
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	14.3%	<u>38.4%</u>	23.2%	18.8%	5.4%
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	42.9%	<u>46.4%</u>	4.5%	5.4%	.9%
13- Strong alternative programs are needed for students with poor attendance.	31.3%	<u>55.4%</u>	8.0%	5.4%	0%
14- Retaining a student increases the chance for the student to become a "drop-out".	12.5%	<u>49.1%</u>	20.5%	16.1%	1.8%

(table continues)

Table 2 (continued)

STATEMENT	SA	A	U	D	SD
15- School boards should be able to appoint the superintendent of schools.	<u>63.4%</u>	18.8%	7.1%	4.5%	6.3%
16- School systems should have a policy for encouraging parental involvement with the schools.	<u>48.2%</u>	45.5%	3.6%	2.7%	0%
17- School boards should be evaluated by the State Department of Education.	17.0%	<u>43.8%</u>	17.9%	14.3%	7.1%
18- School boards should have at least three years to implement programs for school improvement.	22.3%	<u>62.5%</u>	8.9%	6.3%	0%
19- All students in high school should be required to pass the classes necessary to enter college.	14.3%	24.1%	7.1%	<u>37.5%</u>	17.0%
20- Students' test scores should be the important factor used to evaluate principals.	1.8%	23.2%	25.9%	<u>42.9%</u>	6.3%
21- Principals should be accountable for the entire educational program of the school they are assigned.	18.8%	<u>61.6%</u>	10.7%	8.0%	.9%
22- If school boards are to be responsible for student performance, they must have more control over their employees.	24.1%	<u>49.1%</u>	12.5%	13.4%	.9%

(table continues)

Table 2 (continued)

STATEMENT	SA	A	U	D	SD
23- All students are not expected to graduate from high school.	3.6%	27.7%	8.9%	<u>31.3%</u>	28.6%
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	9.8%	32.1%	<u>50.9%</u>	7.1%	0%
25- The state board of education should have a clear set of objectives for the local district to follow.	19.6%	<u>57.1%</u>	10.7%	10.7%	1.8%
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	13.4%	<u>43.8%</u>	21.4%	17.0%	4.5%
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	<u>32.1%</u>	30.4%	10.7%	20.5%	6.3%
28- School systems should have a policy to provide a one and five year follow-up report.	18.8%	<u>52.7%</u>	26.8%	.9%	.9%
29- Students should not be graduated from high school until they pass a proficiency test.	21.4%	<u>57.1%</u>	8.9%	8.0%	4.5%

(table continues)

Table 2 (continued)

STATEMENT	SA	A	U	D	SD
30- Schools should have site-based management teams to direct the individual school.	10.7%	<u>30.4%</u>	29.5%	21.4%	8.0%
31- Superintendents should be accountable for overall achievement test scores of the students.	5.4%	<u>50.0%</u>	21.4%	17.9%	5.4%
32- The state should be required to fund services if the state requires local schools to provide them.	<u>78.6%</u>	19.6%	0%	.9%	.9%

Note: SA = Strongly Agree; A = Agree; U = Undecided; D = Disagree; and SD = Strongly Disagree. The percentage underlined denotes the response most often selected by the chairpersons returning the survey.

Table three shows the ranks of the statements by the percentage of chairpersons responding that they agree or strongly agree. These statements are ranked in order of the greatest percentage agreement and include statements to which at least 50% agree.

Table 3

Rank Order of Frequency Percentages of Responses Agreeing or Strongly Agreeing Toward School Accountability

STATEMENT	MEAN	A or SA	D or SD	U
7- Parents should be responsible for students' attendance.	4.643	99.1%	.9%	0%

(table continues)

Table 3 (continued)

STATEMENT	MEAN	A or SA	D or SD	U
32- The state should be required to fund services if the state requires local schools to provide them.	4.471	98.2%	1.8%	0%
1- All certified school personnel should be evaluated and held accountable for student performance.	4.446	93.8%	3.6%	2.7%
16- School systems should have a policy for encouraging parental involvement with the schools.	4.393	93.7%	2.7%	3.6%
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	4.402	90.2%	3.6%	6.3%
12- Board members should be required to attend in-service education provided by the state to improve their understanding of Accountability.	4.250	89.3%	6.3%	4.5%
13- Strong alternative programs are needed for students with poor attendance.	4.125	86.7%	5.4%	8.0%
10- Drop-out prevention programs help high risk students remain in school.	4.054	85.7%	0%	14.3%

(table continues)

Table 3 (continued)

STATEMENT	MEAN	A or SA	D or SD	U
18- School boards should have at least three years to implement programs for school improvement.	4.009	84.8%	6.3%	8.9%
15- School boards should be able to appoint the superintendent of schools.	4.286	82.2%	10.8%	7.1%
21- Principals should be accountable for the entire educational program of the school they are assigned.	3.893	80.4%	8.9%	10.7%
5- School boards are held accountable and judged by the public each time they run for re-election.	3.991	80.3%	13.4%	6.3%
29- Students should not be graduated from high school until they pass a proficiency test.	3.830	78.5%	12.5%	8.9%
25- The state board of education should have a clear set of objectives for the local district to follow.	3.821	76.7%	12.5%	10.7%
22- If school boards are to be responsible for student performance, they must have more control over the employees.	3.821	73.2%	14.3%	12.5%
28- School systems should have a policy to provide a one and five year follow-up report.	3.875	71.5%	1.8%	26.8%

(table continues).

Table 3 (continued)

STATEMENT	MEAN	A or SA	D or SD	U
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	3.804	71.4%	11.6%	17.0%
9- Standardized test scores should be made available to school board members, parents, and the press.	3.768	70.5%	12.4%	17.0%
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	3.830	67.9%	16.1%	16.1%
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	3.616	62.5%	26.8%	10.7%
14- Retaining a student increases the chance for the student to become a "drop-out".	3.545	61.6%	17.9%	20.5%
17- School boards should be evaluated by the State Department of Education.	3.491	60.8%	21.4%	17.9%

(table continues)

Table 3 (continued)

STATEMENT	MEAN	A or SA	D or SD	U
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	3.446	57.2%	21.5%	21.4%
31- Superintendents should be accountable for overall achievement test scores of the students.	3.321	55.4%	23.3%	21.4%
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	3.375	52.7%	24.2%	23.2%
4- Superintendents and principals should be responsible for students' attendance.	3.125	50.1%	33.9%	16.1%

Note: A or SA = Agree (total of responses strongly agree and agree);
D or DS = Disagree (total of responses strongly disagree and disagree);
and U = Undecided.

Table four includes the statements with which at least 50% of the respondents disagreed or strongly disagreed. As noted there are only three of these. The chairpersons disagree or strongly disagree most often with statement 23, but the other two statements show a need for in-service education and an opportunity for school board chairpersons to have input when policies and goal setting sessions are held.

Table 4

Rank Order of Frequency Percentages of Responses Disagreeing or Strongly Disagreeing Toward School Accountability

STATEMENT	MEAN	A or SA	D or SD	U
23- All students are not expected to graduate from high school.	2.464	31.3%	59.9%	8.9%
19- All students in high school should be required to pass the classes necessary to enter college.	2.831	38.4%	54.5%	7.1%
3- Test scores of students should be the primary tool used to evaluate teachers.	2.616	23.2%	52.7%	24.1%

Table five includes the statements that over 25% of the respondents answered as undecided. These statements need to be studied closely as in-service education is being planned for the chairpersons, since this could indicate the chairpersons are either undecided or possibly need more information about the statements.

Table 5

Rank Order of Frequency Percentages of Responses Undecided toward School Accountability

STATEMENT	MEAN	A or SA	D or SD	U
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	3.446	41.9%	7.1%	50.9%
30- Schools should have site-based management teams to direct the individual school.	3.143	41.4%	29.4%	29.5%
28- School systems should have a policy to provide a one and five year follow-up report.	3.875	71.5%	1.8%	26.8%
20- Students' test scores should be the important factor used to evaluate principals.	2.714	24.0%	49.2%	25.9%

Demographic Characteristics

The questionnaire sent to the chairpersons of public schools in Tennessee requested information on 11 demographic characteristics related to the chairpersons or the school system they represented. Table 6 shows the response choices, frequency, and percentages of the respondents answering each requested demographic characteristics. The percentages for each of the demographics characteristics total 100%.

Table 6

School Board Chairpersons' and School Systems' Demographic Characteristics of the Respondents

QUESTION	RESPONSE CHOICES	FREQUENCY	PERCENT
1 - How many years have you served on the board of education?	1-8 yrs	68	60.7%
	9-20 yrs	37	33.0%
	over 20 yrs	<u>7</u>	<u>6.3%</u>
		112	100.0%
2 - How many years have you served as chairperson of the board of education?	1-8 yrs	104	92.9%
	9-20 yrs	7	6.2%
	over 20 yrs	<u>1</u>	<u>.9%</u>
		112	100.0%
3 - How many years of school have you completed?	less than bachelors	32	30.8%
	bachelors	46	41.3%
	graduate degree	<u>29</u>	<u>27.9%</u>
		107	100.0%
4 - What is your age?	20-29 yrs	0	0%
	30-39 yrs	15	13.4%
	40-49 yrs	46	41.1%
	50-59 yrs	25	22.3%
	over 60 yrs	<u>26</u>	<u>23.2%</u>
		112	100.0%

(table continues)

Table 6 (continued)

QUESTION	RESPONSE CHOICES	FREQUENCY	PERCENT
5 - What is your sex?	male	97	86.6%
	female	<u>15</u>	<u>13.4%</u>
		112	100.0%
6 - How many members are on your board?	5 or 6 members	42	37.5%
	7 or 8 members	50	44.6%
	9 or more members	<u>20</u>	<u>17.9%</u>
		112	100.0%
7 - While serving on the board, what is the average number of in-service edu- cation hours (sponsored by TSBA or other professional organizations) you have attended yearly?	0 hours	2	1.8%
	1-15 hrs	54	48.2%
	16-25 hrs	36	32.1%
	26 or more hrs	<u>20</u>	<u>17.9%</u>
		112	100.0%
8 - What is the size of your system?	0-2500 students	44	39.3%
	2501-4500 students	32	28.5%
	4501-6500 students	16	14.3%
	6501 + student	<u>20</u>	<u>17.9%</u>
		112	100.0%
9 - How is your superin- tendent selected?	elected	69	61.6%
	appointed	43	38.4%
	other	<u>0</u>	<u>.0%</u>
		112	100.0%
10 - How are you selected to the board of education?	elected-by-district	81	72.3%
	elected county-wide	17	15.2%
	appointed	<u>14</u>	<u>12.5%</u>
		112	100.0%
11 - Is your school district; county, city or other?	county	80	71.4%
	city or special	<u>32</u>	<u>28.6%</u>
		112	100.0%

A Profile of the Typical Tennessee

School Board Chairperson

Data from Table 6 provides a profile for a typical school board chairperson in Tennessee. The typical school board chairperson is a male who is 40-49 years of age, with a bachelors degree. He has served on the board 1-8 years, and has been the chairperson for 1-8 years. The board which he chairs consists of 7 members and the school system has under 2500 students. The chairperson was elected to the board from a specific district of the county. The superintendent was elected to his/her position by the people of the county. The school system is a part of the county government. The typical board chairperson attends from 1-15 hours of in-service education each year.

Analysis of Perceptions and Demographic

Characteristics of School Board Chairpersons

Research Questions:

The questionnaire was constructed in such a way as to provide information and data on the following topics and to answer the following research questions:

Research question 1- Should student test scores be used as an evaluation tool, and who does the chairperson hold accountable for test scores and to what extent?

Five of the attitudinal statements from the questionnaire

provided the answer to this research question. Below are the data describing responses to these five statements.

Statement 9- Standardized test scores should be made available to school board members, parents, and the press. (70.5% of chairpersons agree or strongly agree)

Statement 27- Unless all students across the state are provided an equal education, board members should not be held responsible to the state for student test results. (62.5% of chairpersons agree or strongly agree)

Statement 31- Superintendents should be accountable for overall achievement test scores of the students. (55.4% of chairpersons agree or strongly agree)

Statement 20- Students' test scores should be the important factor used to evaluate principals. (49.2% of chairpersons disagree or strongly disagree)

Statement 3- Test scores of students should be the primary tool used to evaluate teachers. (52.7% of chairpersons disagree or strongly disagree)

The data for the five statements showed that chairpersons agreed test scores should be shared with board members, parents, and the press (two of the chairpersons wrote with their survey, that the press did not need the information). The data also showed chairpersons feel the state should provide an equal educational opportunity if school boards are to be held responsible for test results. Chairpersons agreed that superintendents should be accountable for test scores of the students, but disagree that student's test scores should be the most important factor for holding teachers and principals accountable.

Research question 2- Does the chairperson believe his/her system should be held accountable for students promotion or graduation based on student test scores? Four of the attitudinal statements from the questionnaire provided the answer to research question 2. Below are the data describing responses to these four statements.

Statement 29- Students should not be graduated from high school until they pass a proficiency test. (78.5% of chairpersons agree or strongly agree)

Statement 26- Students should not be promoted from the eighth grade unless they pass a proficiency test. (57.2% of chairpersons agree or strongly agree)

Statement 11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade. (52.7% of chairpersons agree or strongly agree)

Statement 19- All students in high school should be required to pass the classes necessary to enter college. (54.5% of chairpersons disagree or strongly disagree)

For purposes of promotion from one grade level to the next and from the 8th grade to high school, chairpersons agreed the use of test scores and proficiency tests would be acceptable. The chairpersons agreed more strongly with the statement that students should be able to pass a proficiency test before being able to graduate from high school. They do not feel that all students attending high school should be able to take and pass a college prep curriculum.

Research question 3- Does the chairperson believe school attendance is an important part of accountability and to what extent? Seven of the attitudinal statements from

the questionnaire provided the answer to this research question. Below are the data describing responses to these seven statements.

Statement 7- Parents should be responsible for students attendance. (99.1% of chairpersons agree or strongly agree)

Statement 13- Strong alternative programs are needed for students with poor attendance. (86.7% of chairpersons agree or strongly agree)

Statement 10- Drop-out prevention programs help high risk students remain in school. (85.7% of chairpersons agree or strongly agree)

Statement 14- Retaining a student increases the chance for the student to become a "drop-out". (61.6% of chairpersons agree or strongly agree)

Statement 24- Attendance has improved since the state began taking away drivers license from students with excessive absences. (50.9% of chairpersons undecided)

Statement 4- Superintendents and principals should be responsible for students' attendance. (50.1% of chairpersons agree or strongly agree)

Statement 23- All students are not expected to graduate from high school. (59.9% of chairpersons disagree or strongly disagree)

School board chairpersons strongly agree that it is the parents responsibility to get their children to attend school. The chairpersons agree to a lesser extent that superintendents and principals have a responsibility to insure students are attending regularly. The chairpersons strongly agree a need for strong alternative programs and drop-out prevention programs for students with poor attendance should be addressed. Retaining a student in a

grade level does increase the chance for the student to drop-out of school without graduating. Chairpersons believe that all students should be expected to graduate from high school, but the chairpersons were undecided about whether attendance has improved since the state began taking driver licenses from students with excessive absences.

Research question 4- Does the chairperson believe local school boards should have more control over the school system and accountability and to what extent? Seven of the attitudinal statements from the questionnaire provided the answer to this research question. Below are the data describing responses to these seven.

Statement 16- School systems should have a policy for encouraging parental involvement with the schools.
(93.7% of chairpersons agree or strongly agree)

Statement 18- School boards should have at least three years to implement programs for school improvement.
(84.8% of chairpersons agree or strongly agree)

Statement 15- School boards should be able to appoint the superintendent of schools. (82.2% of chairpersons agree or strongly agree)

Statement 22- If school boards are to be responsible for student performance, they must have more control over their employees. (73.2% of chairpersons agree or strongly agree)

Statement 28- School systems should have a policy to provide a one and five year student follow-up report. (71.5% of chairpersons agree or strongly agree)

Statement 2- School boards should be able to set the local tax rate for education to regulate the system's performance. (67.9% of chairpersons agree or strongly agree)

Statement 30- Schools should have site-based management teams to direct the individual school. (41.1% of chairpersons agree or strongly agree, while 29.5% are undecided)

School board chairpersons believe the local board of education should have more control over the school system. They strongly agree the superintendent should be appointed by the board, and the board should have the authority to levy the tax rate necessary to support the school system. The chairpersons also strongly agree a policy for parental involvement is needed. Chairpersons agree when there is accountability, the board must have more control over the employees. Chairpersons agree a follow-up report on former students is needed and the board should have three years to implement new programs for school improvement. The statement referring to site-based management teams (S-B-M) revealed the chairpersons agreed with the concept, but it appeared the chairpersons would like to have more information about S-B-M.

Research question 5- Does the chairperson believe the state should have more control over the local system and accountability and to what extent? Four of the attitudinal statements from the questionnaire provided the answer to this research question. Below are the data describing responses to these four statements.

Statement 32 The state should be required to fund services if the state requires local schools to provide them. (99.2% of chairperson agree or strongly agree)

Statement 6- Funds should be budgeted by the state of Tennessee to ensure each system has clean and safe schools so students can learn. (90.2% of chairpersons agree or strongly agree)

Statement 12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability". (89.3% of chairpersons agree or strongly agree)

Statement 25- The state board of education should have a clear set of objectives for the local district to follow. (76.7% of chairpersons agree or strongly agree)

Chairpersons strongly agree the state should fund programs required and programs necessary to have clean and safe school for the students. Chairpersons agree the state needs a clear set of objectives for the school system to follow, and board members should attend in-service education to become more informed.

Research question 6- Who does the chairperson believe should be held accountable and to what extent? Five of the attitudinal statements from the questionnaire provided the answer to this research question. Below are the data describing responses to these five questions.

Statement 1- All certified school personnel should be evaluated and held accountable for student performance. (93.8% of chairpersons agree or strongly agree)

Statement 21- Principals should be accountable for the entire educational program of the school they are assigned. (80.4% of chairpersons agree or strongly agree)

Statement 5- School boards are held accountable and judged by the public each time they run for re-election. (80.3% of chairpersons agree or strongly agree)

Statement 8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard. (71.4% of chairpersons agree or strongly agree)

Statement 17- School boards should be evaluated by the State Department of Education. (60.8% of chairpersons agree or strongly agree)

Chairpersons agree the school board should be accountable for the school system, and the State Department of Education should do the evaluation. Chairpersons agree that the public should evaluate school board members each time the members run for re-election. Chairpersons strongly agree the principal is responsible for the school they are assigned, and all certified personnel should be held accountable for the performance of the students. Chairpersons strongly agree school boards should be able to replace teachers and administrators who do not produce the desired results.

Hypothesis for Selected Demographic Questions

Using the Kruskal-Wallis One-Way ANOVA

and/or the

Mann-Whitney U - Wilcoxon Rank Sum W

The Kruskal-Wallis one-way Analysis of Variance (ANOVA) was computed to determine if significant differences existed in the scores on the 32 statements based on the nine demographic variables which contained more than two subgroups. The Kruskal-Wallis is a nonparametric equivalent of the one-way ANOVA (Hinkle, 1988). When only two

subgroups (i.e. gender and county or city system) were available in the demographic data then the Mann-Whitney U - Wilcoxon Rank Sum W Test was used to compare scores.

Table 7 shows the Kruskal-Wallis ANOVA computed with the 32 attitudinal statements and demographic question 1 (How many years have you served on the board of education) and question 2 (How many years have you served as chairperson of the board of education). No significant differences were found between those with different years of service as a board member or with different years of service as board chairperson.

Table 7

A Comparison of Scores on the 32 Attitudinal Statements
Based on Years on Board and Years as Chairperson using
Kruskal-Wallis ANOVA

STATEMENT	YRS. ON	YRS. AS
	BOARD	CHAIRPERSON
	p	p
1- All certified school personnel should be evaluated and held accountable for student performance.	.8919	.7326
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	.9032	.3001
3- Test scores of students should be the primary tool used to evaluate teachers.	.6946	.7942
4- Superintendents and principals should be responsible for students' attendance.	.6093	.6814

(table continues)

Table 7 (continued)

STATEMENT	YRS. ON BOARD	YRS. AS CHAIRPERSON
	P	P
5- School boards are held accountable and judged by the public each time they run for re-election.	.8651	.9700
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	.6704	.4889
7- Parents should be responsible for students' attendance.	.5975	.5377
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	.4535	.2009
9- Standardized test scores should be made available to school board members, parents, and the press.	.3052	.2115
10- Drop-out prevention programs help high risk students remain in school.	.9090	.9792
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	.2845	.8426
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	.4950	.5835
13- Strong alternative programs are needed for students with poor attendance.	.4813	.2005
14- Retaining a student increases the chance for the student to become a "drop-out".	.3423	.8273
15- School boards should be able to appoint the superintendent of schools.	.8866	.6283
16- School systems should have a policy for encouraging parental involvement with the schools.	.2220	.6191

(table continues)

Table 7 (continued)

STATEMENT	YRS. ON	YRS. AS
	BOARD	CHAIRPERSON
	P	P
17- School boards should be evaluated by the State Department of Education.	.9161	.3308
18- School boards should have at least three years to implement programs for school improvement.	.7645	.2568
19- All students in high school should be required to pass the classes necessary to enter college.	.5885	.6600
20- Students' test scores should be the important factor used to evaluate principals.	.9780	.9129
21- Principals should be accountable for the entire educational program of the school they are assigned.	.5794	.2948
22- If school boards are to be responsible for student performance, they must have more control over their employees.	.4941	.5919
23- All students are not expected to graduate from high school.	.4653	.2828
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	.8721	.7045
25- The state board of education should have a clear set of objectives for the local district to follow.	.8747	.9727
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	.3324	.4203
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	.5587	.2212
28- School systems should have a policy to provide a one and five year follow-up report.	.1781	.4582

(table continues)

Table 7 (continued) STATEMENT	YRS. ON BOARD	YRS. AS CHAIRPERSON
	P	P
29- Students should not be graduated from high school until they pass a proficiency test.	.4786	.6551
30- Schools should have site-based management teams to direct the individual school.	.5902	.5877
31- Superintendents should be accountable for overall achievement test scores of the students.	.6208	.2091
32- The state should be required to fund services if the state requires local schools to provide them.	.4694	.1443

Hypothesis 1

There will be no significant difference between the expectations of school board chairpersons concerning accountability based on the number of years they have served on the board.

Table 7 shows the results of demographic question 1 and the 32 attitudinal statements. The respondents were divided into three subgroups based on number of years having served on the board. Sixty eight (68) of the 112 chairpersons (60.7%) have served 1 - 8 years. Thirty seven (37) of the 112 chairpersons (33%) have served 9 - 20 years. Only 7 (6.3%) of the respondents have served more than 20 years on a board of education.

The Kruskal-Wallis ANOVA was computed to compare the scores for each of the 32 statements by each of the three subgroups. Data analysis indicated no differences between

subgroups in the scores of the 32 attitudinal statements between the subgroups at the .05 level of significance. The null hypothesis was retained.

Hypothesis 2

There will be no significant difference between the chairperson's perception of accountability based on the number of years a person has served as chairperson.

Table 7 shows the results of demographic question 2 and the 32 attitudinal statements. One hundred four (104) of the chairpersons (92.9%) had served 1 - 8 years as chairperson of the board. Seven of the chairpersons (6.3%) had served 9 - 20 years as the chairperson. Since only one of the chairpersons (.9%) has served more than 20 years as chair of the board this group was included with subgroup 2.

The Kruskal-Wallis was computed to compare the scores on each of the 32 statements by a the first two groups. Data analysis indicated no differences between the two subgroups in the scores on the 32 attitudinal statements. The null hypothesis was retained.

Hypothesis 3

There will be no significant difference between how the chairperson perceives accountability based on their education level.

Thirty two (32) of the chairpersons responding (28.6%) had less than a bachelors degree. Forty three (43) of the

respondents (38.4%) had a bachelors degree. Twenty nine (29) of the chairpersons (25.9%) had some type of graduate degree.

Kruskal-Wallis ANOVA was computed to compare the scores of each of the 32 statements by the three subgroups. Only the three statistically significant comparisons are shown below (see Appendix C for all 32 comparisons). Data analysis indicated significant differences in the scores for questions 3, 19, and 21. The results of the Kruskal-Wallis one-way ANOVA for these three statements are presented in Table 8, along with an explanation of the Mann-Whitney U test to determine which subgroups showed significant differences.

Table 8

Kruskal-Wallis ANOVA Group Results and Mean Rank of Groups with Education Level Comparisons of Statements 3, 19, and 21

STATEMENT	MEAN RANK	GROUP	p
3- Test scores of students should be the primary tool used to evaluate teachers.	63.08 53.06 40.00	< than bachelors bachelors graduate degree	.0115*
19- All students in high school should be required to pass the classes necessary to enter college.	57.61 58.20 38.41	< than bachelors bachelors graduate degree	.0306*

(table continues)

Table 8 (continued)

STATEMENT	MEAN RANK	GROUP	p
21- Principals should be accountable for the entire educational program of the school they are assigned.	43.63 53.49 60.83	< than bachelors bachelors graduate degree	.0349*

Note: *** = $p < .05$

Mann-Whitney U test (see Appendix D):

Statement 3: Group 1 differs from Group 3 ($p=.0023$)

Statement 19: Group 1 differs from Group 3 ($p=.0127$)
Group 2 differs from Group 3 ($p=.0040$)

Statement 21: Group 1 differs from Group 3 ($p=.0101$)

This indicates each of these groups show a significant difference when compared to each other.

The analysis of the data for statement 3 by the education level of school board chairpersons using the Mann-Whitney U test, indicated a significant difference between group one (less than a bachelors degree) and group three (a graduate degree). Group 1 (less than a bachelors degree) rated the statement higher (more in agreement with the statement), while the chairpersons with a graduate degree did not rank the statements with as much importance.

When the mean rank of statement 19, (all students in high school should be required to pass the classes necessary to enter college) was compared (using the Mann-Whitney U test) by educational level of the chairs, it was found that there was no significant difference when comparing group 1 (less than a bachelors) to group 2 (bachelors degree). When

group 1 (less than a bachelors degree) was compared to group 3 (a graduate degree), and group 2 (a bachelors degree) was compared to group 3 (a graduate degree), it was found that there was a significant difference. The chairpersons with a graduate degree viewed the need for all students to pass classes necessary to enter college differently than the chairpersons with less than a bachelors degree and with a bachelors degree. Those with a graduate degree placed less emphasis on all students completing college prep classes, when compared to those with a bachelors or those with less than a bachelors.

Rankings of statement 21, (Principals should be accountable for the entire educational program of the school they are assigned) indicated a significant difference based on educational level. The Mann-Whitney U Test showed that the difference was between group 1 (less than a bachelors) and group 3 (a graduate degree). Chairpersons with a graduate degree were more in agreement with the statement than the chairpersons with a bachelors degree or less.

After analyzing the data on the attitudinal statements and education level, the null hypothesis was retained for 29 of the attitudinal statements and was rejected on statements 3, 19, and 21.

Hypothesis 4

There will be no significant difference in chairpersons perceptions of accountability based on their age.

The school board chairpersons were divided into five age groups. There were not any chairpersons between the ages of 20 - 29. Fifteen (15) of the respondents (13.4%) were between the ages of 30 - 39 years. Forty six (46) of the respondents (41.1%) were between the ages of 40 - 49 years. Twenty five (25) of the respondents (22.3%) were between the ages of 50 - 59 years. Twenty six (26) of the respondents (23.2%) were 60 years or above.

Table 9

A Comparison of Scores on the 32 Attitudinal Statements
Based on Chairpersons Age using Kruskal-Wallis ANOVA

STATEMENT	Age p
1- All certified school personnel should be evaluated and held accountable for student performance.	.6566
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	.5375
3- Test scores of students should be the primary tool used to evaluate teachers.	.4033
4- Superintendents and principals should be responsible for students' attendance.	.2474
5- School boards are held accountable and judged by the public each time they run for re-election.	.6999
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	.8800

(table continues)

Table 9 (continued)	
STATEMENT	Age p
7- Parents should be responsible for students' attendance.	.1657
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	.5100
9- Standardized test scores should be made available to school board members, parents, and the press.	.8157
10- Drop-out prevention programs help high risk students remain in school.	.4496
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	.8239
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	.9923
13- Strong alternative programs are needed for students with poor attendance.	.5363
14- Retaining a student increases the chance for the student to become a "drop-out".	.1859
15- School boards should be able to appoint the superintendent of schools.	.2180
16- School systems should have a policy for encouraging parental involvement with the schools.	.4487
17- School boards should be evaluated by the State Department of Education.	.8810
18- School boards should have at least three years to implement programs for school improvement.	.9296
19- All students in high school should be required to pass the classes necessary to enter college.	.8039

(table continues)

Table 9 (continued) STATEMENT	Age p
20- Students' test scores should be the important factor used to evaluate principals.	.8534
21- Principals should be accountable for the entire educational program of the school they are assigned.	.6567
22- If school boards are to be responsible for student performance, they must have more control over their employees.	.9147
23- All students are not expected to graduate from high school.	.6035
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	.8910
25- The state board of education should have a clear set of objectives for the local district to follow.	.6544
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	.6172
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	.3582
28- School systems should have a policy to provide a one and five year follow-up report.	.2856
29- Students should not be graduated from high school until they pass a proficiency test.	.5222
30- Schools should have site-based management teams to direct the individual school.	.3572

(table continues)

Table 9 (continued)	Age
STATEMENT	p
31- Superintendents should be accountable for overall achievement test scores of the students.	.3137
32- The state should be required to fund services if the state requires local schools to provide them.	.2726

The Kruskal-Wallis one-way ANOVA was used to compare scores of the 32 statements by age category. The analysis of data indicated no significant differences in scores based on age. The Null Hypothesis was retained.

Hypothesis 5

There will be no significant difference between perceptions of female and male chairpersons about accountability.

The Mann-Whitney U Test was computed to compare scores of the 32 statements by male or female chairpersons (see Appendix D). Statement 23 (all students are not expected to graduate from high school) of the 32 attitudinal statements was the only statement showing a significant difference in scores by gender. Table 10 shows the analysis of statement 23 using the Mann-Whitney U Test. The mean rank of males (59.36) was significantly higher than the mean rank of the females (38.00); indicating that males were in stronger agreement with the statement.

Table 10

Mann-Whitney U Test Results for Comparison by Gender of
Local School Board Chairpersons and Statement 23

STATEMENT	BY GROUP	U	W	Z	P
23- All students are not expected to graduate from high school	M - F	450.0	570.0	-2.4659	.0137
Note: M= Male Respondents; F= Female Respondents.					

After analyzing the data on the attitudinal statements, the null hypothesis was retained on 31 of the statements and was rejected on statement 23.

Hypothesis 6

There will be no significant difference in how the chairperson perceives the board's role in accountability based on the number of members on the local board of education.

The chairpersons were divided into three different subgroups relative to the number of members on the local board of education. There were 42 chairpersons (37.5%) reporting their board had five or six members. Fifty (50) respondents (44.6%) were from boards with seven or eight members. There were 20 chairpersons (17.9%) responding they were chairpersons representing boards with nine or more members.

The Kruskal-Wallis one-way ANOVA (see appendix C) indicated a difference in the mean scores for statement 20

(students' test scores should be the important factor used to evaluate principals). The Mann-Whitney Test was computed with statement 20 to determine which groups had mean scores significantly different from each other. Table 11 provides the results of Kruskal-Wallis one-way ANOVA and Mann-Whitney U test subgroup comparisons.

Table 11

A Comparison of Scores on the 32 Attitudinal Statements
Based on Number of Members on the Local Board using Kruskal-
Wallis ANOVA

STATEMENT	MEAN RANK	GROUP	p
20- Students' test scores should be the important factor used to evaluate principals.	52.58	5-6 members	.0087*
	51.69	7-8 members	
	76.75	9 or more members	

Note: The "*" = $p < .05$.

The Mann-Whitney U Test (see Appendix D):

Statement 20: Group 1 differs from Group 3 ($p=.0048$)
 Group 2 differs from Group 3 ($p=.0018$)

The Mann-Whitney U Test indicated a significant difference between the mean scores of group 1 (5-6 members) and 3 (9 or more members), and between group 2 (7-8 members) and 3 (9 or more members). The null hypothesis was retained for 31 of the attitudinal statements and was rejected for statement 20. Chairpersons with 9 or more board members

were most in agreement (mean rank = 76.75) and those with 7-8 board members were least in agreement (mean rank = 51.69).

Hypothesis 7

There will be no significant difference between how the chairperson perceives accountability and his/her attendance at in-service education seminars sponsored by TSBA or other professional organizations.

The respondents were divided into 4 subgroups based on the number of hours of attendance yearly at in-service education workshops. The chairpersons responding to the questionnaire, two (1.7%) responded that they did not attend any in-service. Fifty four (54) of the chairpersons (48.2%) responded they attended from one to 15 hours of in-service yearly. Thirty six (36) of the chairpersons (32.1%) attended 16 to 25 hours yearly, while 20 of the chairpersons (17.9%) attended more than 26 hours of in-service yearly.

The Kruskal-Wallis one-way ANOVA was used to compare the scores of the 32 attitudinal statements of the subgroups. Table 12 shows there were no statistically significant differences on any of the 32 items. The null hypothesis was retained.

Table 12

A Comparison of Scores on the 32 Attitudinal Statements
Based on Number of Yearly Hours of In-Service Attended using
Kruskal-Wallis ANOVA

STATEMENT	In-Service Hours
	p
1- All certified school personnel should be evaluated and held accountable for student performance.	.4092
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	.4116
3- Test scores of students should be the primary tool used to evaluate teachers.	.5738
4- Superintendents and principals should be responsible for students' attendance.	.9462
5- School boards are held accountable and judged by the public each time they run for re-election.	.5581
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	.9895
7- Parents should be responsible for students' attendance.	.8446
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	.2816
9- Standardized test scores should be made available to school board members, parents, and the press.	.3506
10- Drop-out prevention programs help high risk students remain in school.	.8320
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	.7754

(table continues)

Table 12 (continued) **In-Service Hours**
p

STATEMENT	
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	.7448
13- Strong alternative programs are needed for students with poor attendance.	.5637
14- Retaining a student increases the chance for the student to become a "drop-out".	.7215
15- School boards should be able to appoint the superintendent of schools.	.1906
16- School systems should have a policy for encouraging parental involvement with the schools.	.8185
17- School boards should be evaluated by the State Department of Education.	.2647
18- School boards should have at least three years to implement programs for school improvement.	.3646
19- All students in high school should be required to pass the classes necessary to enter college.	.3420
20- Students' test scores should be the important factor used to evaluate principals.	.6511
21- Principals should be accountable for the entire educational program of the school they are assigned.	.7657
22- If school boards are to be responsible for student performance, they must have more control over their employees.	.3975
23- All students are not expected to graduate from high school.	.7442
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	.4572

(table continues)

Table 12 (continued)	In-Service Hours
STATEMENT	p
25- The state board of education should have a clear set of objectives for the local district to follow.	.1316
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	.6910
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	.7210
28- School systems should have a policy to provide a one and five year follow-up report.	.7877
29- Students should not be graduated from high school until they pass a proficiency test.	.6870
30- Schools should have site-based management teams to direct the individual school.	.8599
31- Superintendents should be accountable for overall achievement test scores of the students.	.8859
32- The state should be required to fund services if the state requires local schools to provide them.	.8232

Hypothesis 8

There will be no significant difference in how the chairperson perceives accountability for school personnel based on the size of the school system.

The respondents were divided into four subgroups based on school system size. Forty-four (44) of the respondents (39.3%) were with systems having less than 2500 students. Thirty two (32) of the respondents (28.6%) were with school

systems having from 2501 to 4500 students. Sixteen (16) of the respondents (14.3%) were with school systems having from 4501 to 6500 students. Twenty (20) of the respondents (17.9%) were with school systems having more than 6500 students.

The Kruskal-Wallis one-way ANOVA was computed to compare the scores on each of the 32 attitudinal statements by the 4 subgroups (see Appendix C). None of the comparisons were statistically significant, except for the comparison on statement 5 (school boards are held accountable and judged by the public each time they run for re-election). Table 13 shows the statement and the results of the Kruskal-Wallis one-way ANOVA along with an explanation of the Mann-Whitney U test to determine which groups were significantly different.

Table 13

A Comparison of Scores on the 32 Attitudinal Statements
Based on Size of the School System using Kruskal-Wallis
ANOVA

STATEMENT	MEAN RANK	GROUP	p
5- School boards are held accountable and judged by the public each time they run for re-election.	50.47 51.39 56.13 78.25	0-2500 students 2501-4500 students 4501-6500 students 6500 + students	.0043*

Note: The "*" = $p < .05$

Mann-Whitney U test (see Appendix D):

Statement 5: Group 1 differs from Group 4 ($p=.0038$)
 Group 2 differs from Group 4 ($p=.0038$)
 Group 3 differs from Group 4 ($p=.0219$)

After analyzing statement 5 using the Mann-Whitney U, a significant difference was found between group 4 (6501 + students) and each of the other three groups.

The null hypothesis was retained for 31 of the attitudinal statements and was rejected for statement 5. The chairpersons of larger school systems (6501 + students) were more in agreement with this statement than were the other three groups.

Hypothesis 9

There will be no significant difference between the chairperson's perception of accountability based on how the superintendent is selected.

The Kruskal-Wallis one-way ANOVA Test (see Appendix C) was used. Significant differences in the mean scores of attitudinal statements 12, 15, 16, 30, and 31 were found. In each case the chairpersons with appointed superintendents were more in agreement with these statements (i.e. 12- board members should be required to attend in-service education provided by the state to improve their understanding of accountability; 15- superintendents should be appointed by the board; 16- school systems should have a policy for getting parents and community involved with the schools; 30- schools should have site-based management teams to run the individual schools; and 31- superintendents are responsible for test scores across the system) than were those with elected superintendents. Table 14 provides the results of the tests of statements 12, 15, 16, 30, and 31 using the Kruskal-Wallis one-way ANOVA.

Table 14

A Comparison of Scores on the 32 Attitudinal Statements
Based on How the Superintendent is Selected using Kruskal-
Wallis ANOVA

STATEMENT	MEAN RANK	GROUP	p
12- Board members should be required to attend in- service education provided by the state to improve their understanding of Accountability.	50.82 65.62	elected superintendent appointed superintendent	.0096
15- Superintendents should be appointed by the board.	47.72 70.58	elected superintendent appointed superintendent	.0003
16- Your system has a policy for getting parents and com- munity involved with the schools.	52.21 63.38	elected superintendent appointed superintendent	.0468
30- Schools should have site-based management teams to run the individual school.	51.26 64.91	elected superintendent appointed superintendent	.0253
31- superintendents are responsible for test scores across the system.	51.53 64.48	elected superintendent appointed superintendent	.0268

After analyzing the data on the attitudinal statements and how the superintendent was selected, the null hypothesis was retained for 27 of the statements and rejected on statements 12, 15, 16, 30, and 31.

Hypothesis 10

There will be no significant difference between chairpersons' perception of accountability based on how board members are selected.

Responses on the question referring to board members selection were divided into three subgroups based on how the chairperson was selected to the board of education. There were 81 of the chairpersons (72.3) responding that were elected by district. Seventeen (17) chairpersons (15.2%) were elected to county-wide positions. There were 14 chairpersons (12.5%) responding that were appointed to the school board.

The Kruskal-Wallis one-way ANOVA Test was used to compare the scores for the subgroups (see Appendix C). Significant differences were found in the scores on statements 15 and 23. The Mann-Whitney U Test was run to compare the scores on statement 15 (superintendents should be appointed by the board) and statement 23 (some students are not expected to graduate from high school since there have always been drop-outs) for each pair of groups to pinpoint where the significant differences were. Table 15 provides the results from the Kruskal-Wallis ANOVA, and explains the results of data from the Mann-Whitney U Tests comparing each pair.

Table 15

A Comparison of Scores on the 32 Attitudinal Statements
Based on How the Board Members are Selected using Kruskal-
Wallis ANOVA

STATEMENT	MEAN RANK	GROUP	p
15- Superintendents should be appointed by the board.	52.06 66.18 70.43	elected by district elected county-wide appointed	.0225*
23- Some students are not expected to graduate from high school since there have always been drop-outs.	61.26 41.82 46.79	elected by district elected county-wide appointed	.0303*

Note: The "*" = $p < .05$

Mann-Whitney U test (see Appendix D):

Statement 15: Group 1 differs from Group 3 ($p=.0273$)

Statement 23: Group 1 differs from Group 2 ($p=.0173$)

The Mann-Whitney U Tests indicated significant differences in the mean scores of statement 15 between groups 1 (elected by district) and 3 (appointed) with those appointed more in agreement with the statement (superintendents should be appointed by the board) than those who were elected. The Mann-Whitney U Tests indicated a significant difference between groups 1 (elected by district) and 2 (elected county-wide) on statement 23 (some students are not expected to graduate from high school since there have always been drop-outs). The null hypothesis was retained for 30 of the attitudinal statements and was rejected on statements 15 and 23.

Hypothesis 11

There will be no significant difference between city and county chairpersons' perception of accountability.

Because there were only two subgroups, the Mann-Whitney U test was used to compare the scores of the 32 attitudinal statements by the two groups (see Appendix D). Eighty (80) (71.4%) of the chairpersons represented county systems. There were 32 (28.6%) chairpersons representing city or special school systems. Statement 15 (superintendents should be appointed by the board) of the 32 attitudinal statements was the only statement showing a significant difference in scores. The mean rank of chairpersons representing counties (51.17) was significantly lower than the mean rank of the chairpersons representing city school districts (69.81), indicating that city chairpersons were in stronger agreement with the statement. Table 18 provides the results of the Mann-Whitney U Test.

Table 16

Mann-Whitney U Test Results for Comparison of Chairpersons from County or City School system and Statement 15

STATEMENT	BY GROUP	U	W	Z	p
15- Superintendents should be appointed by the board.	1 - 2	854.0	2234.0	-3.1938	.0014*

Note: 1= County System; and 2= City or Special District.

The null hypothesis was retained on 31 of the attitudinal statements and was rejected on statement 15. Chairpersons of city or special school districts were more in agreement with this statement.

Summary

The information in chapter 4 described the results of the 32 attitudinal statements and the eleven demographic characteristic questions from the questionnaire used for this study. The Kruskal-Wallis one-way ANOVA was the statistical test used to analyze the data when the demographic characteristics contained more than two subgroups. If the demographic characteristics had only two subgroups, or significant differences between subgroups were identified by the Kruskal-Wallis ANOVA, the Mann-Whitney U Test were computed. The null hypothesis for hypothesis 1, 2, 4, and 7 were retained. The null hypothesis was retained for most of the attitudinal statements on hypothesis 3, 5, 6, 8, 9, 10, and 11. Hypothesis 3 was retained on all the attitudinal statements except for statements 3, 19, and 21, and was rejected on these statements. Hypothesis 5 was retained on all the attitudinal statements except statement 23 which was rejected. Hypothesis 6 was retained on 31 of the attitudinal statements but was rejected on statement 20. Hypothesis 8 was retained on 31 of the attitudinal statements but was rejected on statement 5. Hypothesis 9

was retained on 27 of the attitudinal statements and was rejected on statements 12, 15, 16, 30, and 31. Hypothesis 10 was retained for 30 of the attitudinal statements and was rejected on statements 15 and 23. While on hypothesis 11, 31 of the attitudinal statements were retained and only statement 15 was rejected.

Research questions were used to gather information from the chairpersons to determine the chairpersons perception toward school accountability. The research questions used selected statements from the questionnaire to determine how the chairpersons perceived their role in implementing accountability in the school district.

There were 10 of the 32 attitudinal statements with a mean score of 4.0000 or greater. These were statements 1, 6, 7, 10, 12, 13, 15, 16, 18, and 32. Only four statements leaned toward a mean score (below 3.0000) where most of the chairpersons disagree or strongly disagree. The statements with the lowest mean scores were statements 3, 19, 20, and 23. Chairpersons were above 25% undecided on three of the statements. Statement 24 showed 50.9% undecided. The other two were statements 28 and 30.

Chapter 5

Summary, Findings, Conclusions, and Recommendations

Summary

The State Department of Education and the State Board of Education are presently developing and implementing steps for educational accountability in the state of Tennessee. No formal plan has been shared with the superintendents and school board chairpersons at the time of this study. However, the Tennessee Education Improvement Act of 1992 includes language to have a definite and formal accounting for all students, teachers, principals, superintendents, and local boards of education. Therefore, the purpose of this study was to obtain and analyze data about perceptions of local school board chairpersons in Tennessee toward school accountability. The study was designed to gather data to establish how school board chairpersons perceive accountability and to compare the perceptions within discrete groups. All 140 local school board chairpersons in Tennessee were sent a questionnaire. Of these, 112 or 81.2% returned the questionnaire.

Part I of the questionnaire contained 32 statements concerning accountability and were designed to reveal the perceptions of school board chairpersons. On 26 of the attitudinal statements over 50% of the chairpersons

responded that they agreed or strongly agreed. On three of the attitudinal statements, over 50% of the chairpersons responded that they disagreed or strongly disagreed, while on four of the statements, over 25% of the responding chairpersons were undecided.

Five of the attitudinal statements revealed that over 90% of the responding chairpersons agreed or strongly agreed. The statement, "Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn," had 90.2% of the responding chairpersons agreeing or strongly agreeing. "School systems should have a policy for encouraging parental involvement with the schools" had 93.7% of the chairpersons that agreed or strongly agreed. "All certified school personnel should be evaluated and held accountable for student performance" revealed that 93.8% of the chairpersons agreed or strongly agreed with the statement. The two statements that the highest percent of chairpersons agreed or strongly agreed on were, "The state should be required to fund services if the state requires local schools to provide them" (98.2%), and "Parents should be responsible for students' attendance" (99.1%).

The three attitudinal statements that the chairpersons disagree or strongly disagree need to be considered by the people planning in-service education for school board chairpersons. These are not any more important than the

others, but a better understanding could be needed. The statements, "Test scores of students should be the primary tool used to evaluate teachers" had 52.7% of the responding chairpersons that disagreed or strongly disagreed. "All students in high school should be required to pass the classes necessary to enter college" showed that 54.5% of the chairpersons disagreed or strongly disagreed. While the statement, "All students are not expected to graduate from high school," had 59.9% that disagreed or strongly disagreed.

Four of the attitudinal statements revealed an undecided response from 25% or more of the school board chairpersons that returned the questionnaire. The statements in this category need to be considered again as in-service education is being planned. The chairpersons were either undecided or unclear on these. The two statements with the highest response of undecided were, "Attendance has improved since the state began taking away drivers license from students with excessive absences" (50.9%), and "Schools should have site-based management teams to direct the individual school" (29.5%).

Part II of the questionnaire had 11 demographic characteristics questions about the school board chairperson and the school system each represented. Responses to these questions were used to analyze any possible statistically significant difference between the chairpersons' perception of accountability based on their professional background and

demographic characteristics of their system. The data generated by responses to part two of the questionnaire constituted 11 independent variables on which the mean scores, frequency of responses, and the percentages of responses were tabulated. The mean scores from the data generated by responses to part two of the questionnaire (demographics) were statistically compared to the mean scores of the data garnered by part one of the survey (the 32 dependent variables).

Findings

Hypotheses

The 11 hypotheses for this study, written in the null form, stated that there would be no significant difference in the perceptions of local board chairpersons toward accountability based on comparisons between the discrete groups of the demographics. The following Null Hypotheses were retained:

Summary of Null Hypotheses Retained:

Hypothesis 1- There will be no significant difference between expectations of school board chairpersons about accountability based on the number of years they have served on the board.

The responses were subdivided based on the number of years having served on the board. Sixty eight (68) of the chairpersons (60.7%) had served 1-8 years. Thirty seven (37) of the 112 chairpersons (33%) had served 9-20 years.

Only 7 (6.3%) of the respondents had served more than 20 years.

Data analysis indicated no difference in the scores of the 32 attitudinal statements based on the number of years served on the board at the .05 level of significance. The null hypothesis was retained.

Hypothesis 2- There will be no significant difference between the chairperson perception of accountability based on the number of years he/she has served as chairperson.

The data from the chairpersons were divided according to how long they had served as chairperson. One hundred four (104) of the chairpersons (92.9%) had served 1-8 years as chairperson of the board. Seven of the chairpersons (6.3%) had served 9-20 years as the chairperson. Only one of the chairpersons (.9%) has served more than 20 years as chair of the board.

The Kruskal-Wallis was computed to compare the scores for each of the 32 statements by number of years having served as chairperson of a board of education. Data analysis indicated no difference in the scores of the 32 attitudinal statements based on the number of years served as the chairperson at the .05 level of significance. The null hypothesis was retained.

Hypothesis 4- There will be no significant difference in chairpersons perceptions of accountability based on their age.

The school board chairpersons were divided based on their age. There were not any chairpersons who were between

ages 20-29. Fifteen (15) of the respondents (13.4%) were between ages 30-39. Forty six (46) of the respondents (41.1%) were between ages 40-49. Twenty five (25) of the respondents (22.3%) were between ages 50-59. Twenty-six (26) of the respondents (23.2%) were over 60 years of age.

The Kruskal-Wallis one-way ANOVA was run to compare scores of each of the 32 statements by age category. Data analysis indicated no significant difference in the scores of the 32 statements based on age. The null hypothesis was retained.

Hypothesis 7- There will be no significant difference between how the chairperson perceives accountability based on his/her attendance at in-service education seminars sponsored by TSBA or other professional organizations.

Of the chairpersons responding to the questionnaire two (1.8%) responded that they did not attend any in-service. Fifty four (54) of the chairpersons (48.2%) responded they attended from one to 15 hours of in-service yearly. Thirty six (36) of the chairpersons (32.1%) attended 16 to 25 hours yearly, while 20 of the chairpersons (17.9%) attended more than 26 hours of in-service yearly.

The Kruskal-Wallis was used to compare the scores of the 32 attitudinal statements based on the number of hours of in-service attended yearly. After analyzing the data, it was found that none of the scores for the 32 statements were significantly different at the .05 level. The null hypothesis was retained.

The null hypotheses that were rejected were only rejected on certain statements, and were retained on the other attitudinal statements:

Summary of Null Hypotheses Rejected:

Hypothesis 3- There will be no significant difference in how the chairperson perceives accountability based on his/her education level.

The data from the chairpersons were divided using their education level. Thirty two (32) of the chairpersons (28.6%) had less than a bachelors degree. Forty three (43) of the chairpersons (38.4%) had a bachelors degree. Twenty nine (29) of the chairpersons (25.9%) had some type of graduate degree.

Kruskal-Wallis ANOVA was computed to compare the scores of each of the 32 statements by the chairpersons education level. Data analysis indicated significant differences in the scores existed for statements 3 (test scores of students should be the primary tool used to evaluate teachers), 19 (all students in high school should be required to pass classes necessary to enter college), and 21 (principals should be accountable for the educational program of the school they are assigned).

Analyzing statement 3 (test scores of students should be the primary tool used to evaluate teachers) by education level using the Mann-Whitney U test indicated the significant difference was between group one (less than a

bachelors) and group three (a graduate degree). This indicated that between the chairpersons with less than a bachelors degree and chairpersons with a graduate degree, there were significant difference in how they perceived statement 3 with group 1 (less than a bachelors degree) ranking it higher (more in agreement with the statement).

When the scores of statement 19, (all students in high school should be required to pass the classes necessary to enter college) were compared (using the Mann-Whitney U) by educational level of the chairs, it was found that there was no significant difference when comparing group 1 (less than a bachelors) to group 2 (bachelors degree). When group 1 (less than a bachelors degree) was compared to group 3 (a graduate degree), and group 2 (a bachelors degree) was compared to group 3 (a graduate degree) it was found that there was a significant difference. The chairpersons with a graduate degree viewed the need for all students to pass classes necessary to enter college differently than the chairpersons with less than a bachelors degree and with a bachelors degree. Those with a graduate degree placed less emphasis on all students completing college prep classes, when compared to those with a bachelors or those with less than a bachelors.

Scores of statement 21, (principals should be accountable for the entire educational program of the school they are assigned) indicated a significant difference based on educational level. The Mann-Whitney U Test showed that

the difference was between group 1 (less than a bachelors) and group 3 (a graduate degree). Chairpersons with a graduate degree were more in agreement with the statement than the chairpersons with a bachelors degree or less. After analyzing the data on the attitudinal statements of question 3, the null hypothesis was retained for 29 of the attitudinal statements and was rejected on statements 3, 19, and 21.

Hypothesis 5- There will be no significant difference between perceptions of female and male chairpersons about accountability.

The Mann-Whitney U - Wilcoxon Sum W Test was used to compare scores of each of the 32 statements by gender. Statement 23 (all students are not expected to graduate from high school) of the 32 attitudinal statements was the only statement showing a significant difference in scores by gender.

After analyzing the data the null hypothesis was retained on 31 of the attitudinal statements and was rejected on statement 23. Male chairpersons were more in agreement with this statement than were females.

Hypothesis 6- There will be no significant difference in how the chairperson perceives the board's role in accountability based on the number of members on the local board of education.

The chairpersons were divided based on number of members serving on the board. There were 42 of the chairpersons (37.5%) reporting that their board had five or six members. Fifty (50) respondents (44.6%) were from

boards with seven or eight members, while there were 20 chairpersons (17.9%) responding with 9 or more members on the board. The Kruskal-Wallis one-way ANOVA indicated a difference in the scores for statement 20 (students' test scores should be the important factor used to evaluate principals). The Mann-Whitney U Test was run on statement 20 to determine which groups had scores significantly different from each other.

The Mann-Whitney U Test indicated a significant difference between the scores of group 1 (5-6 members) and 3 (9 or more members), and between group 2 (7-8 members) and 3 (9 or more members). The null hypothesis was retained on 31 of the attitudinal statements and was rejected on statement 20. Chairpersons with 9 or more members were most in agreement (mean rank = 76.75) and those with 7-8 members were least in agreement (mean rank = 51.69).

Hypothesis 8- There will be no significant difference in how the chairperson perceives accountability for school personnel based on the size of the school system.

The respondents were divided by the size of the school system. Forty-four (44) of the chairpersons (39.3%) were from school systems having less than 2500 students. Thirty two (32) of the respondents (28.6%) were from system having from 2501-4500 students. Sixteen (16) of the respondents (14.3%) were from systems having from 4501-6500 students. Twenty (20) of the respondents (17.9%) were from systems having more than 6501 students.

The Kruskal-Wallis one-way ANOVA indicated a significant difference in the scores of statement 5 (school boards are held accountable and judged by the public each time they run for re-election) based on school system size.

After analyzing statement 5 using the Mann-Whitney U, a significant difference was found between group 4 (6501 + students) and each of the other three groups. The null hypothesis was retained for 31 of the attitudinal statements and was rejected on statement 5. The chairpersons of larger school systems (6501 + students) were more in agreement with this statement than were the others.

Hypothesis 9- There will be no significant difference between the chairperson's perception of accountability based on how the superintendent is selected.

The Kruskal-Wallis one-way ANOVA Test was used; however, since no respondents were in the "other" category, the significant difference was between the elected and appointed groups of chairpersons. Significant differences in the scores of attitudinal statements 12, 15, 16, 30, and 31 were found. In each case the chairpersons with appointed superintendents were more in agreement with the statements (i.e. 12- board members should be required to attend in-service; 15- superintendents should be appointed by the board; 16- your system has a policy for getting

parents and community involved with the schools; 30- schools should have site-based management teams; and 31- superintendents are responsible for test scores across the system) than were those with elected superintendents. The null hypothesis was retained on 27 of the attitudinal statements and was rejected on statements 12, 15, 16, 30, and 31.

Hypothesis 10- There will be no significant difference between chairpersons' perception of accountability based on how board members are selected.

Responses on how the board was selected were divided as follows. There were 81 of the chairpersons (72.3%) reporting that they were elected by their district. Seventeen (17) chairpersons (15.2%) were elected to county-wide positions. There were 14 chairpersons (12.5%) appointed to the board. The Kruskal-Wallis one-way ANOVA was used to compare the scores for these three groups. A significant difference in the scores of statements 15 and 23 were found. The Mann-Whitney U Test was run to compare the scores of statement 15 and statement 23 for each pair of groups to pinpoint where the significant difference were.

The Mann-Whitney U Tests indicated a significant difference in the scores of statement 15 between groups 1 (elected by district) and 3 (appointed) with those appointed more in agreement with the statement (superintendents should be appointed by the board) than those who were elected. The

Mann-Whitney U Tests indicated a significant difference between groups 2 (elected county-wide) and 3 (appointed) on statement 23 (some students are not expected to graduate from high school since there have always been drop-outs). The null hypothesis was retained on 30 of the attitudinal statements and was rejected on statements 2 and 23.

Hypothesis 11- There will be a no significant difference between city and county chairpersons' perception of accountability.

Mann-Whitney U Test was used to compare the scores of the 32 statements between city and county chairpersons. Statement 15 (superintendents should be appointed by the board) of the 32 attitudinal statements was the only statement showing a significant difference in scores. The null hypothesis was retained on 31 of the attitudinal statements and was rejected on statement 15. Chairpersons of city or special school district were more in agreement with this statement.

The questionnaire provided data and answered the following research questions:

1- Chairpersons agreed test scores should be shared with board members, parents, and the press. Chairpersons strongly agree the state should provide an equal educational opportunity if school boards are to be held responsible for test results. Chairpersons agreed that superintendents should be accountable for test scores of the students, but

they disagree that student's test scores should be the most important factor for holding teachers and principals accountable.

2- For purposes of promotion from one grade level to the next and from the 8th grade to high school chairpersons agreed the use of test scores and proficiency test would be acceptable. The chairpersons agreed more strongly with the statement students should be able to pass a proficiency test before being able to graduate from high school. They disagree with the statement all students attending high school should be able to take and pass a college prep curriculum.

3- School board chairpersons strongly agree that it is the parents responsibility to get their children to attend school. The chairpersons agree to a lesser extent that superintendents and principals have a responsibility to insure students are attending regularly. The chairpersons strongly agree a need for strong alternative programs and drop-out prevention programs for students with poor attendance should be addressed. Retaining a student in a grade level does increase the chance for the student to drop-out of school without graduating. Chairpersons believe that all students should be expected to graduate from high school, but the chairpersons were undecided about whether attendance has improved since the state began taking driver licenses from students with excessive absences.

4- School board chairpersons believe the local board of education should have more control over the school system. They strongly agree the superintendent should be appointed by the board and the board should have the authority to levy the tax rate necessary to support the school system. The chairpersons also strongly agree a policy for parental involvement is needed. Chairpersons agree when there is accountability, the board must have more control over the employees. Chairpersons agree a follow-up report on former students is needed, and the board should have three years to implement new programs for school improvement. The statement referring to site-based management teams (S-B-M) revealed the chairpersons agreed with the concept, but it appeared the chairpersons would like to have more information about S-B-M.

5- Chairpersons strongly agree the state should fund programs required and programs necessary to have clean and safe school for the students. Chairpersons agree the state needs a clear set of objectives for the school system to follow and board members should attend in-service education to become more informed.

6- Chairpersons agree the school board should be accountable for the school system, and the State Department of Education should do the evaluation. Chairpersons agree the public evaluates school board members each time the members run for re-election. Chairpersons strongly agree

the principal is responsible for the school they are assigned, and all certified personnel should be held accountable for the performance of the students.

Chairpersons strongly agree school boards should be able to replace teachers and administrators who do not produce the desired results.

Conclusions

Based upon the results of this study of the perceptions of Tennessee public school board chairpersons toward school accountability, the following conclusions were made:

1- Parents have the major responsibility of getting their children to attend school.

2- Programs mandated by the state should be financed by the state.

3- All certified school personnel should be held accountable for student performance.

4- Parental involvement is a key for improvement of the schools and student performance.

5- Schools must be safe and clean for the students to be able to learn.

6- In-service education should be an important task for all school board members.

7- Strong alternative programs are needed for students with poor attendance.

8- Drop-out prevention programs are needed to help high risk students remain in school and graduate.

9- Superintendents should be appointed by the school board.

10- Principals are responsible for the educational program of the school.

11- All students should be expected to graduate from high school.

12- All students should not be expected to take college prep classes.

13- Student test scores should not be the primary tool to evaluate teachers.

Recommendations

Based upon the results of this study of the perceptions of Tennessee local board of education chairpersons toward school accountability, the following recommendations are proposed:

1- Parents need to become more involved with their children's education, and the schools should have more parent involvement programs.

2- All school systems should be equally funded by the state before a school accountability program is implemented.

3- A complete accountability plan needs to be developed by the state and shared with the local school system before an accountability program is implemented.

4- In-service education for school board members should be the first step in implementing a school accountability program.

5- More research on value-added tests needs to take place before teachers and schools are ranked using value-added tests results.

6- Programs to improve attendance and graduation rates need to be implemented for all school systems.

7- Superintendents should be appointed by the board of education.

8- More research should be completed before school systems are ranked by an accountability program.

9- School boards need more education about site-base-management.

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APPENDICES

APPENDIX A
CORRESPONDENCE

September 23, 1992

Dear Chairperson:

The issue of Accountability in public schools is an important part of the Education Improvement Act. For this reason, it is critical for the policy-makers in Tennessee to know the feelings of the chairpersons of the local boards concerning perceptions toward school accountability. I served as superintendent of the Claiborne County Schools for six years and am presently serving as Even Start Director in Claiborne County. I also am currently pursuing a doctor of education degree from East Tennessee State University. As part of my degree requirement, I am surveying all local boards of education chairpersons to determine their perceptions of accountability.

Will you please fill out the enclosed questionnaire? The two parts can be completed in approximately fifteen minutes. Will you please take time out from your busy schedule to complete this questionnaire and return it to me by October 7, 1992, in the envelope provided? Your response will be kept confidential, and no specific school system will be identified. The number on the survey is only for my records to keep track of who has returned the instrument.

Thank you for your time and expertise.

Sincerely,

Denny Peters
P.O. Box 122
Tazewell, Tn 37879
615-626-0264
615-626-5083

October 9, 1992

Dear Superintendent:

The issue of Accountability in public schools is an important part of the Education Improvement Act. For this reason it is critical for the policy-makers in Tennessee to know the feelings of the chairpersons of the local boards concerning their perceptions toward school accountability. I served as superintendent of the Claiborne County Schools for six years and am presently serving as Even Start Director in Claiborne County. I am also currently pursuing a doctor of education degree from East Tennessee State University. As part of my degree requirement, I am surveying all local boards of education chairpersons to determine their perceptions of accountability.

Will you please pass the enclosed letter, questionnaire, and return envelope on to your chairperson and request that these be returned to me by October 23, 1992. The questionnaire will take about fifteen minutes to complete. Responses will be kept confidential, and no specific school system will be identified. The number on the survey is only for my records to keep track of who has returned the instrument.

If you would like a copy of the results of the survey, you may request a copy by writing me at the below address or calling me.

This is the second mailing. Since several of you have new chairpersons, I hope you will see that the proper person receives this information. I need your help.

Sincerely,

Denny Peters
P.O. Box 122
Tazewell, Tn 37879
615-626-0264 (work)
615-626-5083 (home)

October 9, 1992

Dear Chairperson:

The issue of Accountability in public schools is an important part of the Education Improvement Act. For this reason, it is critical for the policy-makers in Tennessee to know the feelings of the chairpersons of the local boards concerning perceptions toward school accountability. I served as superintendent of the Claiborne County Schools for six years and am presently serving as Even Start Director in Claiborne County. I also am currently pursuing a doctor of education degree from East Tennessee State University. As part of my degree requirement, I am surveying all local boards of education chairpersons to determine their perceptions of accountability.

Will you please fill out the enclosed questionnaire? The two parts can be completed in approximately fifteen minutes. Will you please take time out from your busy schedule to complete this questionnaire and return it to me by October 23, 1992, in the envelope provided? Your response will be kept confidential, and no specific school system will be identified. The number on the survey is only for my records to keep track of who has returned the instrument.

This is the second mailing. If you have not responded, I need your help.

Thank you for your time and expertise.

Sincerely,

Denny Peters
P.O. Box 122
Tazewell, Tn 37879
615-626-0264
615-626-5083

APPENDIX B
QUESTIONNAIRE

SURVEY

PART I

ACCOUNTABILITY IS DEFINED AND USED IN THIS SURVEY AS THE ACT OF HOLDING SCHOOL BOARDS AND EDUCATORS RESPONSIBLE FOR THE STUDENTS' ACADEMIC PROGRESS, ATTENDANCE, GRADUATION RATES, AND PROMOTION SHOWN BY THE LOCAL SCHOOL SYSTEM ON SELECTED STATE REPORTS.

INSTRUCTIONS:

You are asked to respond to the following items by noting that you:

- 1 - SA = Strongly Agree: Means the statement is almost always true for you
- 2 - A = Agree: Means the statement is often true for you
- 3 - U = Undecided: Means the statement does not affect you, or you have no opinion
- 4 - D = Disagree: Means the statement is seldom true for you
- 5 - SD = Strongly Disagree: Means the statement is almost never true for you

After reading each statement carefully. Please circle the appropriate number beside the statement.

SA	A	U	D	SD	STATEMENT
1	2	3	4	5	1 - All certified school personnel should be evaluated and held accountable for student performance.
1	2	3	4	5	2 - School boards should be able to set the local tax rate for education in order to regulate the system's performance.
1	2	3	4	5	3 - Test scores of students should be the primary tool used to evaluate teachers.
1	2	3	4	5	4 - Superintendents and principals should be responsible for students' attendance.
1	2	3	4	5	5 - School boards are held accountable and judged by the public each time they run for re-election.

SA A U D SD					STATEMENT	
1	2	3	4	5	6 -	Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.
1	2	3	4	5	7 -	Parents should be responsible for students' attendance.
1	2	3	4	5	8 -	School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.
1	2	3	4	5	9 -	Standardized test scores should be made available to school board members, parents, and the press.
1	2	3	4	5	10-	Drop-out prevention programs help high risk students remain in school.
1	2	3	4	5	11-	Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.
1	2	3	4	5	12-	Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".
1	2	3	4	5	13-	Strong alternative programs are needed for students with poor attendance.
1	2	3	4	5	14-	Retaining a student increases the chance for the student to become a "drop-out".
1	2	3	4	5	15-	School boards should be able to appoint the superintendent of schools.
1	2	3	4	5	16-	School systems should have a policy for encouraging parental involvement with the schools.
1	2	3	4	5	17-	School boards should be evaluated by the State Department of Education.
1	2	3	4	5	18-	School boards should have at least three years to implement programs for school improvement.
1	2	3	4	5	19-	All students in high school should be required to pass the classes necessary to enter college.

SA A U D SD					STATEMENT	
1	2	3	4	5	20-	Students' test scores should be the important factor used to evaluate principals.
1	2	3	4	5	21-	Principals should be accountable for the entire educational program of the school they are assigned.
1	2	3	4	5	22-	If school boards are to be responsible for student performance, they must have more control over their employees.
1	2	3	4	5	23-	All students are not expected to graduate from high school.
1	2	3	4	5	24-	Attendance has improved since the state began taking away drivers license from students with excessive absences.
1	2	3	4	5	25-	The state board of education should have a clear set of objectives for the local district to follow.
1	2	3	4	5	26-	Students should not be promoted from the eighth grade unless they pass a proficiency test.
1	2	3	4	5	27-	Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.
1	2	3	4	5	28-	School systems should have a policy to provide a one and five year follow-up report.
1	2	3	4	5	29-	Students should not be graduated from high school until they pass a proficiency test.
1	2	3	4	5	30-	Schools should have site-based management teams to direct the individual school.
1	2	3	4	5	31-	Superintendents should be accountable for overall achievement test scores of the students.
1	2	3	4	5	32-	The state should be required to fund services if the state requires local schools to provide them.

PERSONAL INFORMATION

PART II

This section is designed to collect information about school board chairpersons. The data will be tabulated using a method that individuals responding to the questionnaire cannot be distinguished. Please answer in the manner suggested. If you would like a copy of the tabulated responses, please check. If the majority of the respondents check yes, I will furnish all the chairpersons in the state with this material. YES:_____ NO:_____

- 1- How many years have you served on the board of education? _____ (enter number).
- 2- How many years have you served as chairperson of the board of education? _____ (enter number)
- 3- How many years of school have you completed? (circle one) 8th, HS, AA, Voc, BA, Masters, EDD, MD, Other
- 4- What is your age? _____ (enter number)
- 5- What is your sex? MALE_____ FEMALE_____
- 6- How many members are on your board? _____ (enter number)
- 7- While serving on the board, what is the average number of in-service education hours (sponsored by TSBA or other professional organizations) have you attended yearly?
0 _____ 1-15 _____ 16-25 _____ 26+ _____
- 8- What is the size of your system? (check one)
0-2500 _____ 2501-4500 _____ 4501-6500 _____ 6501+ _____
- 9- How is your superintendent selected? (check one)
Elected by the people _____
Appointed _____
Other _____
- 10- How are you selected to the board of education?
(check one)
Elected by your district _____
Elected county-wide _____
Appointed _____
- 11- Is your school district: County_____ City_____ Other_____

THANK YOU FOR YOUR TIME AND RESPONSES

APPENDIX C
KRUSKAL-WALLIS ANOVA

A Comparison of Scores on the 32 Attitudinal Statements
Based on Chairpersons Education Level Using the Kruskal-
Wallis ANOVA

STATEMENT	EDUCATION LEVEL p
1- All certified school personnel should be evaluated and held accountable for student performance.	.2098
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	.1253
3- Test scores of students should be the primary tool used to evaluate teachers.	.0115*
4- Superintendents and principals should be responsible for students' attendance.	.3668
5- School boards are held accountable and judged by the public each time they run for re-election.	.6410
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	.9435
7- Parents should be responsible for students' attendance.	.9530
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	.6817
9- Standardized test scores should be made available to school board members, parents, and the press.	.7834
10- Drop-out prevention programs help high risk students remain in school.	.5417
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	.4297

(table continues)

Table Continued	EDUCATION LEVEL
STATEMENT	P
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	.1689
13- Strong alternative programs are needed for students with poor attendance.	.3858
14- Retaining a student increases the chance for the student to become a "drop-out".	.2420
15- School boards should be able to appoint the superintendent of schools.	.2687
16- School systems should have a policy for encouraging parental involvement with the schools.	.9626
17- School boards should be evaluated by the State Department of Education.	.2934
18- School boards should have at least three years to implement programs for school improvement.	.9540
19- All students in high school should be required to pass the classes necessary to enter college.	.0124*
20- Students' test scores should be the important factor used to evaluate principals.	.2266
21- Principals should be accountable for the entire educational program of the school they are assigned.	.0810
22- If school boards are to be responsible for student performance, they must have more control over their employees.	.5457
23- All students are not expected to graduate from high school.	.1995
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	.3236

(table continues)

Table Continued	EDUCATION LEVEL
STATEMENT	p
25- The state board of education should have a clear set of objectives for the local district to follow.	.7110
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	.6504
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	.2303
28- School systems should have a policy to provide a one and five year follow-up report.	.4136
29- Students should not be graduated from high school until they pass a proficiency test.	.9263
30- Schools should have site-based management teams to direct the individual school.	.1919
31- Superintendents should be accountable for overall achievement test scores of the students.	.5700
32- The state should be required to fund services if the state requires local schools to provide them.	.4108

Note: "*" indicates a probability level of significant difference of less than .05

Hypothesis 6A Comparison of Scores on the 32 Attitudinal Statements
Based on Number of Members on the Board Using Kruskal-
Wallis Anova

STATEMENT	# MEMBERS ON BOARD
	D
1- All certified school personnel should be evaluated and held accountable for student performance.	.6803
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	.0786
3- Test scores of students should be the primary tool used to evaluate teachers.	.6196
4- Superintendents and principals should be responsible for students' attendance.	.8266
5- School boards are held accountable and judged by the public each time they run for re-election.	.2711
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	.8681
7- Parents should be responsible for students' attendance.	.8482
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	.1988
9- Standardized test scores should be made available to school board members, parents, and the press.	.9884
10- Drop-out prevention programs help high risk students remain in school.	.5649
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	.4502

(table continues)

Table Continued	# MEMBERS ON BOARD
STATEMENT	p
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	.8822
13- Strong alternative programs are needed for students with poor attendance.	.4864
14- Retaining a student increases the chance for the student to become a "drop-out".	.6092
15- School boards should be able to appoint the superintendent of schools.	.6048
16- School systems should have a policy for encouraging parental involvement with the schools.	.2664
17- School boards should be evaluated by the State Department of Education.	.8185
18- School boards should have at least three years to implement programs for school improvement.	.9996
19- All students in high school should be required to pass the classes necessary to enter college.	.5765
20- Students' test scores should be the important factor used to evaluate principals.	.0087*
21- Principals should be accountable for the entire educational program of the school they are assigned.	.9856
22- If school boards are to be responsible for student performance, they must have more control over their employees.	.3213
23- All students are not expected to graduate from high school.	.6588
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	.1823

(table continues)

Table Continued	# MEMBERS ON BOARD
STATEMENT	p
25- The state board of education should have a clear set of objectives for the local district to follow.	.5434
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	.4194
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	.1273
28- School systems should have a policy to provide a one and five year follow-up report.	.8422
29- Students should not be graduated from high school until they pass a proficiency test.	.7152
30- Schools should have site-based management teams to direct the individual school.	.5114
31- Superintendents should be accountable for overall achievement test scores of the students.	.4577
32- The state should be required to fund services if the state requires local schools to provide them.	.5002

Note: "*" indicates probability level of significant difference of less than .05

Hypothesis 8A Comparison of Scores on the 32 Attitudinal Statements Based on Size of School System Using Kruskal-Wallis ANOVA

STATEMENT	SIZE OF SYSTEM
	p
1- All certified school personnel should be evaluated and held accountable for student performance.	.7446
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	.2504
3- Test scores of students should be the primary tool used to evaluate teachers.	.5282
4- Superintendents and principals should be responsible for students' attendance.	.8550
5- School boards are held accountable and judged by the public each time they run for re-election.	.0103*
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	.1112
7- Parents should be responsible for students' attendance.	.5986
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	.1924
9- Standardized test scores should be made available to school board members, parents, and the press.	.9549
10- Drop-out prevention programs help high risk students remain in school.	.7706
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	.8828

(table continues)

Table Continued		SIZE OF SYSTEM
STATEMENT		p
12-	Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	.5146
13-	Strong alternative programs are needed for students with poor attendance.	.9472
14-	Retaining a student increases the chance for the student to become a "drop-out".	.6462
15-	School boards should be able to appoint the superintendent of schools.	.2968
16-	School systems should have a policy for encouraging parental involvement with the schools.	.2592
17-	School boards should be evaluated by the State Department of Education.	.9507
18-	School boards should have at least three years to implement programs for school improvement.	.9164
19-	All students in high school should be required to pass the classes necessary to enter college.	.6504
20-	Students' test scores should be the important factor used to evaluate principals.	.4256
21-	Principals should be accountable for the entire educational program of the school they are assigned.	.4461
22-	If school boards are to be responsible for student performance, they must have more control over their employees.	.4580
23-	All students are not expected to graduate from high school.	.8373
24-	Attendance has improved since the state began taking away drivers license from students with excessive absences.	.3800

(table continues)

Table Continued	SIZE OF SYSTEM
STATEMENT	p
25- The state board of education should have a clear set of objectives for the local district to follow.	.3140
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	.6103
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	.8824
28- School systems should have a policy to provide a one and five year follow-up report.	.9548
29- Students should not be graduated from high school until they pass a proficiency test.	.6335
30- Schools should have site-based management teams to direct the individual school.	.0762
31- Superintendents should be accountable for overall achievement test scores of the students.	.1950
32- The state should be required to fund services if the state requires local schools to provide them.	.4502
Note: "*" indicates probability level of significant difference of less than .05	

Hypothesis 9A Comparison of Scores on the 32 Attitudinal Statements
Based on How the Superintendent is Selected Using the
Kruskal-Wallis ANOVA

STATEMENT	HOW SUPT. SELECTED p
1- All certified school personnel should be evaluated and held accountable for student performance.	.6174
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	.9785
3- Test scores of students should be the primary tool used to evaluate teachers.	.7174
4- Superintendents and principals should be responsible for students' attendance.	.4528
5- School boards are held accountable and judged by the public each time they run for re-election.	.1726
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	.6907
7- Parents should be responsible for students' attendance.	.6710
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	.3221
9- Standardized test scores should be made available to school board members, parents, and the press.	.0663
10- Drop-out prevention programs help high risk students remain in school.	.9571
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	.2280

(table continues)

Table Continued	HOW SUPT. SELECTED
STATEMENT	p
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	.0190*
13- Strong alternative programs are needed for students with poor attendance.	.2557
14- Retaining a student increases the chance for the student to become a "drop-out".	.1220
15- School boards should be able to appoint the superintendent of schools.	.0003*
16- School systems should have a policy for encouraging parental involvement with the schools.	.0766
17- School boards should be evaluated by the State Department of Education.	.3120
18- School boards should have at least three years to implement programs for school improvement.	.9881
19- All students in high school should be required to pass the classes necessary to enter college.	.1580
20- Students' test scores should be the important factor used to evaluate principals.	.7809
21- Principals should be accountable for the entire educational program of the school they are assigned.	.7648
22- If school boards are to be responsible for student performance, they must have more control over their employees.	.2112
23- All students are not expected to graduate from high school.	.0939
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	.8670

(table continues)

Table Continued	HOW SUPT. SELECTED
STATEMENT	P
25- The state board of education should have a clear set of objectives for the local district to follow.	.2004
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	.4802
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	.3369
28- School systems should have a policy to provide a one and five year follow-up report.	.7809
29- Students should not be graduated from high school until they pass a proficiency test.	.9166
30- Schools should have site-based management teams to direct the individual school.	.0306*
31- Superintendents should be accountable for overall achievement test scores of the students.	.0402*
32- The state should be required to fund services if the state requires local schools to provide them.	.6493

Note: "*" indicates probability level of significant difference of less than .05

Hypothesis 10A Comparison of Scores on the 32 Attitudinal Statements
Based on How Board Members are Selected Using the Kruskal-
Wallis ANOVA

STATEMENT	HOW BOARD IS SELECTED p
1- All certified school personnel should be evaluated and held accountable for student performance.	.1384
2- School boards should be able to set the local tax rate for education in order to regulate the system's performance.	.6573
3- Test scores of students should be the primary tool used to evaluate teachers.	.2121
4- Superintendents and principals should be responsible for students' attendance.	.4655
5- School boards are held accountable and judged by the public each time they run for re-election.	.6152
6- Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	.8522
7- Parents should be responsible for students' attendance.	.6877
8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	.2369
9- Standardized test scores should be made available to school board members, parents, and the press.	.0886
10- Drop-out prevention programs help high risk students remain in school.	.2314
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	.6024

(table continues)

Table Continued	HOW BOARD IS SELECTED
STATEMENT	p
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	.1895
13- Strong alternative programs are needed for students with poor attendance.	.9334
14- Retaining a student increases the chance for the student to become a "drop-out".	.9057
15- School boards should be able to appoint the superintendent of schools.	.0609
16- School systems should have a policy for encouraging parental involvement with the schools.	.7274
17- School boards should be evaluated by the State Department of Education.	.7001
18- School boards should have at least three years to implement programs for school improvement.	.8631
19- All students in high school should be required to pass the classes necessary to enter college.	.2819
20- Students' test scores should be the important factor used to evaluate principals.	.4681
21- Principals should be accountable for the entire educational program of the school they are assigned.	.1936
22- If school boards are to be responsible for student performance, they must have more control over their employees.	.4058
23- All students are not expected to graduate from high school.	.0395*
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	.6751

(table continues)

Table Continued	HOW BOARD IS SELECTED
STATEMENT	p
25- The state board of education should have a clear set of objectives for the local district to follow.	.2031
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	.3805
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	.3300
28- School systems should have a policy to provide a one and five year follow-up report.	.8854
29- Students should not be graduated from high school until they pass a proficiency test.	.0983
30- Schools should have site-based management teams to direct the individual school.	.4628
31- Superintendents should be accountable for overall achievement test scores of the students.	.9791
32- The state should be required to fund services if the state requires local schools to provide them.	.9483

Note: "*" indicates probability level of significant difference of less than .05

APPENDIX D
MANN-WHITNEY U TEST

Hypothesis 3

Mann-Whitney U - Wilcoxon W Sum Test

Group 1 (less than a bachelors) against group 2 (bachelors),
 group 1 (less than a bachelors) against group 3 (graduate degree), and
 group 2 (bachelors) against group 3 (graduate degree).

Table

STATEMENT	GROUP	U	W	Z	p
3- Test scores of students should be the primary tool used to evaluate teachers.	1 - 2	551.5	1352.2	-1.5378	.1241
3- Test scores of students should be the primary tool used to evaluate teachers.	1 - 3	262.0	697.0	-3.0423	.0023*
3- Test scores of students should be the primary tool used to evaluate teachers.	2 - 3	463.0	898.0	-1.9435	.0520
19- All students in high school should be required to pass the classes necessary to enter college.	1 - 2	684.5	1212.5	-.0390	.9689
19- All students in high school should be required to pass the classes necessary to enter college.	1 - 3	297.0	732.0	-2.4911	.0127*
19- All students in high school should be required to pass the classes necessary to enter college.	2 - 3	382.0	817.0	-2.8751	.0040*

(table continues)

Table Continued

STATEMENT	GROUP	U	W	Z	p
21- Principals should be accountable for the entire educational program of the school they are assigned.	1 - 2	558.5	1086.5	-1.6034	.1088
21- Principals should be accountable for the entire educational program of the school they are assigned.	1 - 3	309.5	1053.5	-2.5738	.0101*
21- Principals should be accountable for the entire educational program of the school they are assigned.	2 - 3	536.5	1145.5	-1.1581	.2468

Note: 1= less than a bachelors; 2= bachelors; and 3= graduate degree. As shown in table 11, the significant difference is marked with an "**", that is $p < .05$.

Hypothesis 5Mann-Whitney U Test Results for Comparison of Male and Female Chairpersons and the 32 Attitudinal Statements

Group 1 (male) against group 2 (female)

Table

	STATEMENT	GROUP	U	W	Z	p
1-	All certified school personnel should be evaluated and held accountable for student performance.	1 - 2	636.0	756.0	-.8864	.3754
2-	School boards should be able to set the local tax rate for education in order to regulate the system's performance.	1 - 2	609.0	729.0	-1.0589	.2896
3-	Test scores of students should be the primary tool used to evaluate teachers.	1 - 2	667.0	787.0	-.5429	.5872
4-	Superintendents and principals should be responsible for students' attendance.	1 - 2	717.0	858.0	-.0947	.9245
5-	School boards are held accountable and judged by the public each time they run for re-election.	1 - 2	715.5	859.5	-.1108	.9118
6-	Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	1 - 2	630.5	750.5	-.9308	.3520
7-	Parents should be responsible for students' attendance.	1 - 2	553.5	1021.5	-1.8086	.0705
8-	School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	1 - 2	576.5	696.5	-1.3794	.1678

Continued

9- Standardized test scores should be made available to school board members, parents, and the press.	1 - 2	586.0	989.0	-1.2882	.1977
10- Drop-out prevention programs help high risk students remain in school.	1 - 2	577.5	997.5	-1.5304	.1259
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	1 - 2	664.5	784.5	-.5607	.5750
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	1 - 2	710.0	865.0	-.1650	.8689
13- Strong alternative programs are needed for students with poor attendance.	1 - 2	687.5	887.5	-.3822	.7023
14- Retaining a student increases the chance for the student to become a "drop-out".	1 - 2	722.5	842.5	-.0459	.9634
15- School boards should be able to appoint the superintendent of schools.	1 - 2	700.0	875.0	-.2735	.7845
16- School systems should have a policy for encouraging parental involvement with the schools.	1 - 2	669.5	905.5	-.5563	.5780
17- School boards should be evaluated by the State Department of Education.	1 - 2	675.5	795.5	-.4676	.6400
18- School boards should have at least three years to implement programs for school improvement.	1 - 2	591.0	984.0	-1.3521	.1763

Continued

19- All students in high school should be required to pass the classes necessary to enter college.	1 - 2	643.0	763.0	-.7505	.4529
20- Students' test scores should be the important factor used to evaluate principals.	1 - 2	545.0	665.0	-1.6515	.0986
21- Principals should be accountable for the entire educational program of the school they are assigned.	1 - 2	637.5	937.5	-.8832	.3771
22- If school boards are to be responsible for student performance, they must have more control over their employees.	1 - 2	709.5	865.5	-.1655	.8685
23- All students are not expected to graduate from high school.	1 - 2	450.0	570.0	-2.4659	.0137*
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	1 - 2	719.5	839.5	-.0749	.9403
25- The state board of education should have a clear set of objectives for the local district to follow.	1 - 2	608.5	966.5	-1.1342	.2567
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	1 - 2	603.5	723.5	-1.1172	.2639
27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	1 - 2	684.5	890.5	-.3812	.7031

Continued

28- School systems should have a policy to provide a one and five year follow-up report.	1 - 2	707.5	827.5	-.1878	.8511
29- Students should not be graduated from high school until they pass a proficiency test.	1 - 2	659.5	779.5	-.6486	.5166
30- Schools should have site-based management teams to direct the individual school.	1 - 2	544.5	1030.5	-1.6169	.1059
31- Superintendents should be accountable for overall achievement test scores of the students.	1 - 2	619.5	739.5	-.9954	.3196
32- The state should be required to fund services if the state requires local schools to provide them.	1 - 2	712.5	862.5	-.1799	.8572

Note: "*" indicates "probability level" less (<) than .05.

Hypothesis 6Mann-Whitney U Test Results for Comparison of Number of
Members on the Board and Statement 20Table

STATEMENT	BY GROUP	U	W	Z	p
20- Student's test scores should be the important factor used to evaluate principals.	1 - 2	1037.5	1965.5	-.1051	.9163
20- Student's test scores should be the important factor used to evaluate principals.	1 - 3	243.0	807.0	-2.8185	.0048*
20- Student's test scores should be the important factor used to evaluate principals.	2 - 3	272.0	938.0	-3.1181	.0018*

Note: "*" indicates significant level or .05 or less. 1= 5-6 members; 2= 7-8 members; 3= 9 or more members.

Hypothesis 8Mann-Whitney U Test Results from Comparison of Number of
Students in the School System and Statement 5Table

STATEMENT	BY GROUP	U	W	Z	P
5- School boards are held accountable and judged by the public each time they run for re-election.	1 - 2	702.0	1234.0	-.0228	.9818
5- School boards are held accountable and judged by the public each time they run for re-election.	1 - 3	316.0	524.0	-.6713	.5020
5- School boards are held accountable and judged by the public each time they run for re-election.	1 - 4	212.5	877.5	-3.6346	.0003*
5- School boards are held accountable and judged by the public each time they run for re-election.	2 - 3	233.5	414.5	-.5215	.6020
5- School boards are held accountable and judged by the public each time they run for re-election.	2 - 4	177.0	673.0	-2.8963	.0038*
5- School boards are held accountable and judged by the public each time they run for re-election.	3 - 4	95.5	231.5	-2.2914	.0219*

Note: "*" denotes significant level of .05 or less. 1= less than 2500 students; 2= 2501 - 4500 students; 3= 4501 - 6500 students; and 4= 6501 and more students.

Hypothesis 10Mann-Whitney U Test Results for Comparison of Subgroups of
Chairpersons by How Elected or Appointed and Statements 15
and 23Table

STATEMENT	BY GROUP	U	W	Z	p
15- Superintendents should be appointed by the board.	1 - 2	513.0	1017.0	-1.8722	.0612
15- Superintendents should be appointed by the board.	1 - 3	383.0	856.0	-2.2078	.0273*
15- Superintendents should be appointed by the board.	2 - 3	108.0	235.0	-.6377	.5236
23- Some students are not expected to graduate from high school since there have always been drop-outs.	1 - 2	444.5	597.5	-2.3812	.0173*
23- Some students are not expected to graduate from high school since there have always been drop-outs.	1 - 3	425.5	530.5	-1.5416	.1232
23- Some students are not expected to graduate from high school since there have always been drop-outs.	2 - 3	113.5	229.5	-.2360	.8134

Note: "*" indicates nonprobability level of .05 or less.
1= Elected by district; 2= elected county wide; 3= appointed.

Hypothesis 11Mann-Whitney U Test Results for Comparison of County and City, or Special, School District Chairpersons and the 32 Attitudinal Statements

Group 1 (county) against group 2 (city or special)

Table

	<u>STATEMENT</u>	<u>GROUP</u>	<u>U</u>	<u>W</u>	<u>Z</u>	<u>P</u>
1-	All certified school personnel should be evaluated and held accountable for student performance.	1-2	1126.0	1654.0	-1.1246	.2607
2-	School boards should be able to set the local tax rate for education in order to regulate the system's performance.	1-2	1148.0	1940.0	-.8893	.3739
3-	Test scores of students should be the primary tool used to evaluate teachers.	1-2	1278.0	1806.0	-.0135	.9892
4-	Superintendents and principals should be responsible for students' attendance.	1-2	1190.0	1898.0	-.6120	.5405
5-	School boards are held accountable and judged by the public each time they run for re-election.	1-2	1275.5	1803.5	-.0313	.9750
6-	Funds should be budgeted by the state of Tennessee to insure each system has clean and safe schools so students can learn.	1-2	1268.0	1796.0	-.0868	.9308
7-	Parents should be responsible for students' attendance.	1-2	1277.5	1805.5	-.0196	.9844

Continued

8- School boards should be able to replace teachers and administrators if evaluations and student test scores fall below the system's accepted standard.	1-2	1174.0	1702.0	-.7300	.4654
9- Standardized test scores should be made available to school board members, parents, and the press.	1-2	1098.5	1989.5	-1.2457	.2129
10- Drop-out prevention programs help high risk students remain in school.	1-2	1202.0	1730.0	-.6000	.5485
11- Students should not be promoted unless they can score high enough on an accepted test to advance to the next grade.	1-2	1196.5	1891.5	-.5603	.5753
12- Board members should be required to attend in-service education provided by the state to improve their understanding of "Accountability".	1-2	1140.0	1948.0	-.9951	.3197
13- Strong alternative programs are needed for students with poor attendance.	1-2	1174.0	1720.0	-.7637	.4451
14- Retaining a student increases the chance for the student to become a "drop-out".	1-2	1163.0	1691.0	-.8094	.4183
15- School boards should be able to appoint the superintendent of schools.	1-2	854.0	2234.0	-3.1938	.0014*
16- School systems should have a policy for encouraging parental involvement with the schools.	1-2	1145.5	1942.5	-.9725	.3308

Continued

17- School boards should be evaluated by the State Department of Education.	1-2	1135.0	1953.0	-.9831	.3256
18- School boards should have at least three years to implement programs for school improvement.	1-2	1244.0	1844.0	-.2688	.7881
19- All students in high school should be required to pass the classes necessary to enter college.	1-2	1247.5	1775.5	-.2176	.8277
20- Students' test scores should be the important factor used to evaluate principals.	1-2	1260.5	1827.5	-.1330	.8942
21- Principals should be accountable for the entire educational program of the school they are assigned.	1-2	1121.5	1966.5	-1.1726	.2409
22- If school boards are to be responsible for student performance, they must have more control over their employees.	1-2	1113.0	1641.0	-1.1576	.2470
23- All students are not expected to graduate from high school.	1-2	1186.5	1714.5	-.6264	.5311
24- Attendance has improved since the state began taking away drivers license from students with excessive absences.	1-2	1149.5	1677.5	-.9205	.3573
25- The state board of education should have a clear set of objectives for the local district to follow.	1-2	1134.0	1954.0	-1.0491	.2941
26- Students should not be promoted from the eighth grade unless they pass a proficiency test.	1-2	1207.5	1880.5	-.4924	.6224

Continued

27- Unless all students across the state are provided an equal education, board members should not be held responsible by the state for student test results.	1-2	1138.5	1666.5	-.9457	.3443
28- School systems should have a policy to provide a one and five year follow-up report.	1-2	1231.0	1759.0	-.3468	.7287
29- Students should not be graduated from high school until they pass a proficiency test.	1-2	1186.5	1714.5	-.6723	.5014
30- Schools should have site-based management teams to direct the individual school.	1-2	1010.0	2078.0	-1.7985	.0721
31- Superintendents should be accountable for overall achievement test scores of the students.	1-2	993.0	2095.0	-1.9942	.0431*
32- The state should be required to fund services if the state requires local schools to provide them.	1-2	1279.0	1807.0	-.0090	.9928

Note: "*" indicates "probability level" less (<) than .05.

VITA

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